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ABSTRACT

This report represents an in-depth analysis of one institution of higher education's response to a New York State Department of Education mandate on the establishment of performance based teacher education (PBTE) programs, and it focuses on factors involved in the development of a PBTE program viewed from the perspective of intra- and inter-organizational conflict. The methodology employed was interviews and the study of documents available from the institution. The questions, which served to organize the information dealt with the acts of the participants, the activities engaged in by groups, meanings attributed to the acts and actions, level of involvement of participants, relationship of individuals and groups, and the setting in the development of a CBTE program. Most of the conclusions of the study dealt with the strong impact of mandated change and its effect in generating conflict. The second area from which conclusions were drawn was in regard to the distribution and exercise of power. This study points up examples of the abuse, misuse, and misconception of power. The importance of the case study lies in its implications for educational leaders who seek to gain insight into some of the processes involved in organizational change. (MJB)

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A Case Study in CBTE Program Development: from the Perspective of Inter and Intra Organizational Conflict

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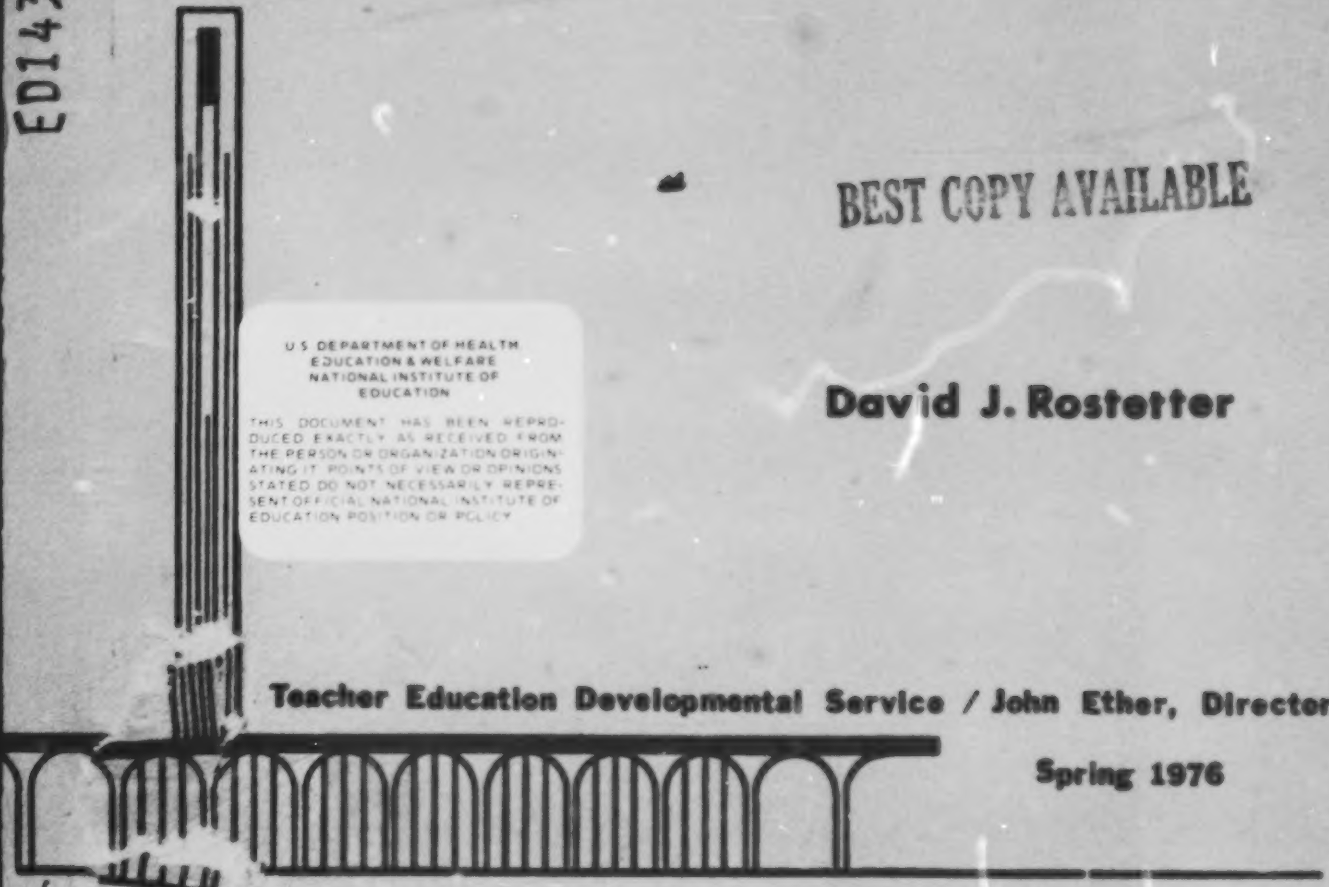

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David J. Rostetter

Teacher Education Developmental Service / John Ether, Director

Spring 1976

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Preface

In July 1970, Teacher Corps requested all 5th cycle programs to begin developing Competence-Based Teacher Education programs. In July 1971, Teacher Corps required that all programs funded be competence-based. Since that time, Teacher Corps has been a major force in the development, demonstration and implementation of CBTE.

In 1972, the New York State Board of Regents set, as a goal, the establishment of teacher certification that ensures possession and maintenance of demonstrated competence on the part of teachers. The movement to CBTE in New York State should be completed by 1980.

These two facts come together quite naturally.

"What can be learned from the experiences in New York State as the transition is made? What help can be provided educational leaders in all other parts of the nation as a result of the New York State experience?"

We at the State University of New York at Albany were given the opportunity to attempt a response to those questions. An inter-disciplinary group of faculty and advanced graduate students in the School of Education accepted that responsibility. This volume is one of a group written as a result of that acceptance.

The various volumes reflect the dimensions of the investigation.

A series of six volumes with the overall title of Factors Affecting the Institutional Development of CBTE Programs, gathered extensive information from the various teacher training institutions concerning the intra-institutional approach to the state mandate. The sub-titles of the volumes indicate the wide range of concerns investigated and reported. These sub-titles are: Descriptive and Summary Report, Process Environment Factors, Organizational Change Factors, Decision Making Factors, Leadership Factors and Technical Assistance Factors.

The current volume, A Case Study in CBTE Program Development from the Perspective of Inter and Intra Organizational Conflict, presents an in-depth analysis of the response of one institution to the CBTE mandate. Four teacher training institutions, each with a long history of teacher preparation, did not file a revised program with the State Education Department and this study is the report of one such institution. Through an analysis of the conflicts encountered in the process and documentation in the form of correspondence, the question of what can be learned from this institution's unique response is investigated.

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Another volume, Factors Affecting CBTE Program Development, reports data relating to institutional perception of problems related to program development. Institution of higher education and State Education Department perceptions are reported and compared. An additional dimension of this report is an analysis of the State Education Department's proposal review process.

The final question the research group addressed reflected a concern for that group of people seeking teacher certification but who were not affiliated with a registered program. Who are they? What preparation do they have? Data responding to these and other such questions is reported in "A Descriptive Profile of Individuals Applying for Certification Through Individual Review Procedures."

Directing and coordinating this effort has been one of the most exciting experiences of my professional life. Acknowledgements are too extensive to attempt. Suffice it to say that cooperation of faculty, students, people from so many campuses in the State, our support staff, etc., was truly phenomenal.

One exception must be made. Without the herculean efforts and high level talent of Ms. Kathy Cooke and Ms. Jenifer Whittle, this work would still be in formative stages.

It is our hope that we have, indeed, provided information to help educational leaders throughout the nation to judiciously consider CBTE and, if appropriate, to successfully implement that system.

John A. Ether
Professor of Education
Project Director

FOREWORD

In order to maintain confidentiality, for the purposes of this report the institution under study will be referred to as State University. In many instances titles of individuals have to be mentioned for the sake of presentation of data. However, the data is descriptive in nature and does not attempt in any way to evaluate the activities and performance of individuals. Except in the case of public documents every attempt has been made to present only the text of documents.

I hope that this study aids in the development of a clearer understanding of conflict so that we can continue progress towards the development of a more effective educational system.

David Rostetter

August 1976

David Rostetter

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This document consists of material prepared under Contract No. 300-76-0034, National Teacher Corps.

ORGANIZATION OF THE REPORT

This report is organized to parallel the actual process which developed in the conduct of the research.

Chapter I introduces the problem area and states preliminary thought on the theoretical perspective which gave impetus to the formative stages of the study. This first chapter sets the context for the conduct of the study by providing background, context of the phenomena, and preliminary thoughts on direction. It is a fundamental assumption of the researcher that this opening phase of the research process must accurately delineate the problem area without jeopardizing the flexibility necessary to conduct this type of research. Thus the presentation of Chapter I in the form it appears is essential.

Chapter II states the methodological approach to be utilized. There are two phases for the research process. The first is the description of the phenomena. The second is the analysis of the phenomena. This methodology proposes the framework for the collection and analysis of data to describe the event.

Chapter III presents the descriptive data necessary to document the event under study. The framework proposed in Chapter II is utilized for the presentation of this descriptive data. Here the specific parameters of the event to be analyzed are set.

Chapter IV identifies the theoretical perspective to be utilized in analysis of the phenomena and proceeds with the analysis and interpretation of the event in terms of the theoretical perspective.

Chapter V states findings and summarized the study with implications and suggestions for further research.

As stated earlier, the construction of the report is consistent with the manner in which the research developed. The specific parameters of the event were not identified within the general problem area until the bulk of the data was collected. Likewise the theoretical perspective for the study was based upon the data collected and grounded in that data.

This phenomenological, inductive, and qualitative approach has proven to be quite successful in the collection analysis, and interpretation of the phenomena under study.

This approach serves to complement the data collected by the Teacher Education Development Services in their survey of CBTE Program Development throughout New York State. The utilization of the survey approach and this intensive case study analysis provide two perspectives through which CBTE program development can be viewed.

CHAPTER I

CONCEPTUAL FRAMEWORK

- Introduction and Background
- Statement of the Problem
- Purpose
- Focus
- Need for the Study
- Contextual Factors
    Historical
    Statewide & CBTE
    Institutional
- The Conflict Perspective

INTRODUCTION AND BACKGROUND

During the past forty years much change has taken place in the regulation of teacher preparation and certification practices in New York State. Mandatory requirement of a baccalaureate degree for most public school teachers was established in 1936. In 1943, the fifth year requirement was enacted for secondary and special certificates, in 1963 this was extended to elementary certificates. Certification has been granted by the state to students successfully completing an accredited academic program.

In 1972 the New York State Board of Regents published "Education Beyond High School; the Regents Tentative Statewide Plan for the Development of Post-Secondary Education." That document cited changes in the economic, cultural and educational sectors of society that necessitated a re-evaluation of teacher preparation programs. The Regents goal for the preparation and practice of professional personnel in the school is:

> To establish a system of certification by which the State can assure the public that professional personnel in the school possess and maintain demonstrated competence to enable children to learn.

Groundwork toward a competency-based teacher preparation program was laid in 1971 when 12 field-based trail projects dealing with program revision were sanctioned.

The projects included faculty and staff from public schools and colleges, and, teachers in training. The participants identified school goals, relevant teacher competencies, evidence that such competencies are influential, and training programs to develop those competencies. The trial projects were continued and became models for the institutions now involved in re-writing teacher education programs in a competency-based mode.

To implement this goal state-wide a series of regional meetings was held in 1973, outlining new procedures and standards for state certification. A time line for program registration was established, beginning in February 1975 for certain elementary certifications, concluding in 1980 with a competency-based program for school administrators.

On July 1, 1974, the Division of Teacher Certification in New York State issued a document which provided the background, the legal basis, the format for submission, and the Department Review procedures relative to the development of Competency-Based Teacher Education. (Appendix A) This document was distributed to all institutions of higher education which trained teachers in the following areas:

1. N-6
2. Speech Education
3. Speech Hearing
4. 7-9
5. Deaf
6. Blind

According to the time line, these institutions were to submit the program proposals to the State Education Agency on or before February 1, 1975. The State Education Agency responded to the program proposals of institutions in three ways. An institution could receive: a four year registration (acceptance), a one year registration (acceptance with revision), or no registration (occurring in cases where no program proposals were submitted). One hundred and forty-six programs were submitted to the State Education Agency from sixty different institutions. Of these 146 programs, 82 received one year registration and 64 received four year registration. Four institutions did not submit certain of their programs.

This process of program evaluation and registration established criteria which differentiated institutions from each other. This differentiation occurred in the form of acceptance, or acceptance with revision of program proposals. Thus, a "scale of achievement" was established. This "scale of achievement" fostered an atmosphere of conflict between the institutions throughout New York State. The State Education Agency, as an agent of the legislature and Board of Regents, mandated the change toward CBTE and this also contributed to an antagonistic atmosphere. For example, some faculties responded by stating that the mandate was an infringement on academic freedom. Some educators organized meetings to plan strategies to refuse to meet the requirements of the mandate. Teacher Unions also responded antagonistically.

Many union spokesmen denounced CBTE as not being grounded in research.

A particular feature of the "Format for Submission" distributed by the Division of Teacher Education and Certification, was that of requiring a Consortia approach. The Consortia approach stressed inclusion of school district personnel and representatives of the teachers not designated by university or school district administrators in the design and implementation of the program. In most instances the representatives of the teachers were members of the teachers union. It also required that representatives of all three organizations sign the document. In many instances this did not occur.

These varied characteristics of responses to the mandate give an indication that conflict was in evidence between instititions and other organizations. They also indicate tension between the State Education Agency and the organizations. Finally, these varied responses indicate tension within organizations.

The utilization of a conflict perspective for the analysis of this phenomenon of program development seems logical in view of these events. Specific elaboration of the setting in which these events took place and the conflict model proposed for use in this study will be presented later in this chapter.

STATEMENT OF THE PROBLEM

What are the characteristics of the development of a CBTE program in an institution of higher education in New York State as it responded to a statewide mandate for the development of CBTE programs?

The movement toward CBTE in New York State became an actuality when the State Education Agency Division of Teacher Education and Certification established a deadline for program proposal submission. This February 1975 deadline for programs in elementary education, special education, education for the deaf and blind, and speech-hearing education marked the first mandated change toward CBTE in New York State.

Sixty institutions, which represented a total of one hundred and forty-six teacher education programs, were required to submit CBTE program proposals on or before February 1, 1975. Due to the wide variety of institutional settings and characteristics represented by this group of institutions, responses to thestate mandate took varying forms. However, despite this wide diversity of institutional settings and characteristics the Division of Teacher Education and Certification was confronted with the problem of developing and applying standardized state-wide criteria upon which to base its decisions regarding program registration.

It is from these two phenomena: 1) the variations in institutional settings and characteristics and, 2) the Division's state-wide mandate and criteria for program development and registration; that the problem which this study addresses arises.

Specifically, this study is concerned with the first part of this problem; that is, institutional settings and characteristics. Currently, research is in progress which will analyze the processes involved in development of CBTE programs which received registration. This study, however, proposes an extensive analysis of the development of a CBTE program in an institution which did not receive program registration.

PURPOSE

The purpose of this study will be to: 1) identify and describe characteristics involved in the development of a CBTE program and, 2) analyze these identified and described characteristics from the perspective of intra- and inter-organizational conflict, in an institution of higher education as it responded to the state-wide mandate for CBTE program development.

FOCUS

This study will focus upon one institution of higher education as it attempted to develop its CBTE program. This institution has been chosen because:

1) It represents a non-typical case as it is one of the few institutions which did not receive program registration (only four of the sixty did not receive registration).

2) This institution was apparently unique in the type and amount of conflict it generated in its attempt to develop a CBTE program.

3) This institution has a program for the preparation of elementary education teachers which is the most common teacher education program involved in the February 1975 deadline.

4) The remaining institutions are currently under study through a state-wide survey of institutional development of CBTE programs.

NEED FOR THE STUDY

The need for this study arises from the particular area which it will address. This area is CBTE program development and it will be dealt with from the perspective of conflict in organizational settings.

The first of these areas, CBTE program development, has been identified as an area needing further research (Schalock 1975, Rosner 1972). CBTE is a new teacher training format and represents the first substantial change in teacher preparation in thirty years (Schmieder, 1973). As a result of this considerable length of time since change in teacher training programs, there is a lack of literature regarding developing teacher training programs. This lack of research becomes critical now that so many institutions of higher education throughout the state are adopting the CBTE format.

Therefore, the need arises for a firm knowledge base upon which educators can base decisions regarding teacher training program development. Part of this knowledge base can be provided through an in depth analysis of an institution which has gone through this process. By focusing on this process the study proposed here can fulfill part of the need for information concerning program development in teacher training institutions.

Another specific aspect of CBTE program development which creates a need for this study concerns the manner in which CBTE in New York State has been implemented. CBTE in New York State is a mandated change and as such becomes a rather unique phenomena. Also, the mandate stated that program design and implementation must be a cooperative effort among institutions of higher education, participating school districts, and representatives of teachers (in most cases this was defined as teachers unions). The consortia approach affords the researcher the opportunity to analyze inter, as well as intra organizational processes in education. This is an area which needs further research as this form of field based, cooperative program development is in evidence throughout the state. However, there is a scarcity of research regarding such processes.

The perspective used in the study is that of conflict in organizational settings. The fact that the change to CBTE was mandated, and that this mandate required the use of a consortia approach presents fertile ground for the study of conflict. This is due to the fact that teacher unions, participating school districts, and institutions of higher education are often in conflict due to the collective bargaining process. They are often adversaries during the year. Also, the relationship between the State Education Agency and these organizations is often characterized by conflict. The need to understand these relationships from the perspective of conflict becomes a basic focus of this study. CBTE, through its consortia requirements, becomes a means to analyze these relationships.

CONTEXTUAL FACTORS

This section is presented in order to identify the contextual factors which provide the setting for the study. The identification of these contextual factors will provide a clearer understanding of the problem and provide information upon which the decisions regarding the methodological and theoretical scope of the study can be made This section will be divided into three sections. They are: Historical Contextual Factors, Contextual Factors of CBTE and the state-wide mandate, and Contextual Factors of the Institution to be studied.

HISTORICAL CONTEXTUAL FACTORS

There are several historical factors which played a role in the development of the CBTE movement in New York State and the manner in which institutions responded to it. The first of these factors is that teacher education formats have not undergone significant changes in the past thirty years. (Schmieder, 1973). This fact effects both the institutions involved in the mandate and also proves to be one of the reasons CBTE became a powerful movement in teacher education. Thirty years of preparing teachers in the same manner could tend to have a stagnating effect on teacher training institutions. The impact of changing these teacher training formats after thirty years must be powerful. Thus, the institution of such a change after such a long period of time must, of necessity, cause considerable agitation. Also, the movement towards CBTE might have been hastened by the fact that change had not taken place in teacher education in over thirty years. This lack of change is very startling when one considers the alarming rate of change in our daily lives through technological advances.

As can be seen quite readily, two interpretations can be made of the fact that teacher training formats had not been changed for thirty years. One interpretation is that this fact can cause a resistance to change as people become "set in their ways." The other, contradictory interpretation, is that after all these years changes in the delivery system for training teachers is long overdue. Here we begin to see the problem develop. The same phenomenon, viewed from two different perspectives, causes conflict of interests: those who will oppose change and those who will favor it.

Another historical fact which should be pointed out to provide the setting for the study is the increased role of State and Federal agencies in the field of education. Vast increases in state and federal funding for education occurred in the late 1950's and the 1960's. (Elan 1971) These increases brought expanded educational services to all levels of education throughout New York State. Higher education in the state progressed in the form of increased aid to students and the formation and rapid expansion of the State University system. The Federal Government began sponsoring a wide variety of educational projects. With this increase in funding came increases in management responsibilities for state and federal agencies. And, with these increases, state and federal agencies began to become more directly involved with educational planning. Criteria were established for the receipt of state and federal funds. This movement towards increased control of education by state and federal agencies is another factor which potentially precipitates conflict. While the increased role of state and federal agencies has provided funding and allowed for substantial development it has also created conflict between state and private financed institutions. Once again, the same phenomenon can be viewed as both an asset and a liability depending upon the perspective taken.

The issue of increased public funding and intervention in education brings us to the third and final historical factor to be considered. The "accountability" movement in education became a primary motivator behind the CBTE movement. Accountability has generated conflict throughout education since its inception. (Sederburg, 1975). Sederburg states that:

> "Although the concept of 'accountability' receives overwhelming public support, the process of attaining accountability often leads to conflict among teachers and administrators, school board members and the public."

With CBTE seen as another attempt at increased accountability by many educators (Weber et al 1973), the potential for conflict in CBTE became more real. Not only was CBTE a change from state agencies but it was a change directed at making educators more accountable.

It is within this historical context that CBTE came upon the scene in New York State. Against this background we can explore some of the contextual factors related directly to CBTE and the state-wide mandate itself.

CONTEXTUAL FACTORS OF CBTE AND THE STATEWIDE MANDATE

There are several factors which directly led to the development of the CBTE movement. Most writers in the field (Elan, 1971; Schmieder, 1975; Weber et al. 1973 and Schalock, 1975) seem to agree that the origins of CBTE can be found in the general societal conditions of the late 1960's.

The realization among educators that the inequality gaps in the educational system were not being closed through traditional approaches led to the search for alternative teaching formats. The federal role in education expanded and became legitimized after Sputnik. With this increased federal rule and changing economic conditions came the call for "accountability." Technological developments in teaching led to new formulations of the teacher's role. The success of the "systems" approach in government and business led to the seeking of teaching formats which could be more product oriented. The youth movements of the 1960's pressed for more relevant educational modes. Advances in research, observational techniques and measurement devices made it possible to investigate behaviorally grounded teaching programs as a more proficient method for training teachers. Finally, teachers had become more mature as a profession and, with the security that maturity brings, began demanding a larger role in decisions affecting them as a profession.

These factors led to the development of the CBTE format. While there are many conceptions of CBTE, most writers in the field seem to agree that the following elements are necessary for a teaching program to be competency-based. (Rosner, 1972; Elan, 1973; Schmieder, 1975; Weber, et al., 1973; and Schalock, 1975).

SPECIFIC

--- precise objectives stated in behavioral terms

--- criteria to be applied in assessing the competencies of students made explicit and public and negotiable

--- decision making regarding training needs based on successful mastery of objectives

--- instructors held accountable for effectiveness of planned program

--- achievement held constant and time varied

--- emphasis placed upon exit requirements with considerable flexibility in entrance requirements

GENERAL

--- comprehensive

--- systematic

--- broad-based decision-making

--- heavy emphasis on needs assessment

--- learner focused

--- multiple program options for every set of objectives

--- continual evaluation - feedback - adjustment cycle basic part of program

--- personalized - modularized

--- regenerative

--- field-oriented

--- assessment - evaluation used as management tools

--- use of technology

--- use of open-space concept

--- instructional terms

These distinguishing characteristics of CBTE programs were the basic ingredients in the state-wide mandate which the Regents and State Education Agency formulated. The format for submission of program proposals was developed by the Division of Teacher Education and Certification as a means of providing guidelines for program developers at institutions throughout the state (see Appendix A for this and other relevant documents.) Examination of this document shows that the State Education Agency was consistent with the generally held attitudes concerning elements of CBTE program.

This format for program proposal submission became the basic document used by most institutions seeking to meet the criteria established by the State Education Agency.

Having described the historical contextual factors, and the contextual factors of CBTE and the state-wide mandate, we can now turn to the contextual factors at the institutional level.

INSTITUTIONAL CONTEXTUAL FACTORS

There is one critical aspect of institutional functioning which the CBTE approach violated. This critical aspect is institutional autonomy. Up until the mandate for CBTE in New York State, institutions were responsible for program design, student evaluation, and program evaluation. Graduation by a student from an approved program was equivalent to attaining certification. When a student applied for certification with the State Education Agency he need only show that he had successfully completed the requirements of that College of University he attended. CBTE sought to change this aspect of institutional autonomy. An institution must share its responsibility for program design with a school district and a professional agency. An institution can conceivably lose its teacher education program if it does not participate in a consortia or fails to obtain consortia approval for its program. Autonomy represents power: power to make decisions and direct one's own activities. If power is threatened due to an external force, conflict must be generated. This contention is supported by Dahrendorf (1959) and Marx and

Engels, (1959). We can assume that CBTE poses a significant threat to institutional autonomy.

To elaborate this point further we can examine desired results of CBTE programs as delineated by Schmieder, (1975).

Before CBTE	After CBTE
Preparation for educational service conceived of as a college responsibility	Preparation accepted as a mutual responsibility of colleges, school organizations, and professional associations
Program decisions made by a college faculty	Program decisions made by all who are affected
The locus of preparation viewed as being on a college campus	The locus of preparation being viewed as being in the schools and their communities

These changes which the state-wide mandate required of the institutions involved and, the cooperation requested of school organizations and professional associations, represent significant changes in relationships between these agencies and the State Education Agency. In the instance of the institution of higher education these changes represent a conceivable loss of autonomy, control of program, and, therefore, power.

With these contextual factors identified and discussed it is possible to move on to the statement of the conceptual model which can aid in our analysis of the phenomenon under study.

THE CONFLICT PERSPECTIVE: A MODEL FOR VIEWING CBTE PROGRAM DEVELOPMENT

In Class and Class Conflict in Industrial Society (1957), Ralf Dahrendorf proposed a model for the conceptualization of society in terms based upon the following four assumptions:[1]

1. Every society experiences at every moment social conflicts, social conflict is ubiquitous.
2. Every society is subjected at every moment to social change, social change is ubiquitous.
3. Every element in a society contributes to its change.
4. Every society rests on constraint of some of its members by others.

These fundamental assumptions form the basis for the conflict perspective used as the conceptual framework for this study.[2] The conflict perspective forms a model or paradigm for our understanding of a phenomenon. However, a model is not a theory. It is a point of view and as such cannot be proven wrong. A model directs our research in a general way and suggests questions to be asked which will make some sense out of a social phenomenon. It is in this manner that the conflict perspective is used in this study.[3]

---

[1] See this volume for an excellent discussion and critique of the predominant sociological model - structural functionalism.

[2] The conflict model, has also been used by other researchers and theorists. See for example: "The Nature of Society" Gerhard Leneki (1905) or Robert North (1969)

This description and discussion of the conflict perspective is presented here as a means of conceptualizing the problem under study and interpreting the descriptive data to be gathered. As stated earlier, the literature defines a broad model from which the researcher can conduct his inquiry.

It is not intended as a basis for generating specific hypotheses or research questions as little is precisely known of the phenomenon under study.

On this basis specific research questions must be limited to the descriptive portions of the study. As data is gathered in this area the researcher will be able to track down elements of conflict which may be in evidence.

General implications and questions suggested by the conflict model may be:

1. What individuals or groups exercised constraint or control during the development of the CBTE program?
2. What individuals or groups perceived the state mandate as a violation of "cognitive space?"
3. What groups opposed the mandate and what groups supported it and why?
4. Were groups factionalized over the issue and how were these factions formed?
5. As perceived by the participants, what groups stood to lose or gain power as a result of the mandate?
6. What were the strategies employed by individuals or groups relative to the improvement of their positions vis-a-vis the mandate?

---

[3] The literature in education regarding conflict in schools is extremely sparse. For some examples, see: Wilmer S. Cody (1974), Thomas Eliot (1959), Frank W. Lutz (1969), or Robert Brumbaugh (1970)

These general implications or questions, are an attempt to operationalize the conflict perspective. They are still, however, essentially general as excessive specificity could lead to overlooking significant events which occurred. Also, if we assume too much about what actually occurred the researcher might not be sensitive to the meanings and perceptions of the paticipants.

CHAPTER II

METHODOLOGY

- Assumptions
- Methodological Framework
- Descriptive Research Questions
- Methods for Collecting Data
- Analysis of the Data

ASSUMPTIONS

The methodology for this study is based on several assumptions:

1. The phenomenon to be investigated is unique in its configuration. By this we mean the state-wide mandate for CBTE is unique in its scope and effect.
2. The institutional response to the state-wide mandate will be unique as this is a new form of external impetus for change.
3. Conflict emerged as a result of the state-wide mandate and the varying perceptions of it held by individuals and groups participating in the phenomenon.
4. A descriptive account of the processes involved in the institution and its consortia must be provided in order to interpret the actions of the individuals and groups involved.

These assumptions are derived from the Contextual Factors and Conflict Perspective described and discussed in Chapter I. We have therefore proposed a methodology which:(1) describes the phenomenon, (2) identifies the perceptions individuals hold of their involvement, (3) provides data which can be viewed from the conflict perspective, (4) describes the setting in which the phenomenon took place.

METHODOLOGICAL FRAMEWORK

A conceptual framework and methodology for the analysis of social settings which meets the criteria stated above has been proposed by John Lofland (1971). Lofland's conceptual framework is utilized here as the methodology necessary for the conduct of this study. Lofland has been chosen for two reasons: (1) his methodology has been developed to discover the characteristics of a social phenomenon, and (2) his methodology affords the flexibility to analyze a social setting, while also providing specificity in the collection and analysis of data.

Lofland states that a social phenomenon can be divided, along a continuum, into six units of analysis. These units of analysis are:

1. Acts
2. Activities
3. Meanings
4. Participants
5. Relationships
6. Setting

These units of analysis move from microscopic (acts) to macroscopic (setting). By obtaining data within these categories the entire social phenomenon can be described.

Lofland defines these units of analysis as follows:

1. Acts: Action in a situation that is temporarily brief, constituting only a few seconds, minutes, or hours.

2. Activities: Action in a setting of more major duration -- days, weeks, months -- constituting significant elements of person's involvements.

3. Meanings: The verbal productions of participants that define and direct action.

4. Participation: Person's holistic involvement, or adaptation to, a situation or setting under study.

5. Relationships: Interrelationships among several persons, considered simultaneously.

6. Setting: The entire setting under study considered as the unit of analysis.

DESCRIPTIVE RESEARCH QUESTIONS

These research questions were utilized in order to obtain data needed to describe the institution's response to the state mandate. They are based directly on Lofland's framework for the analysis of a social setting.

1. What were the acts of participants during the development of the CBTE program?

2. What were the actions taken by groups during the development of the CBTE program?

3. What were the meanings attributed to acts and activities of participants by themselves and others?

4. In what ways did participants become involved or not involved in the development of the CBTE program?

5. What were the relationships of individuals and groups as they were involved in the development of the CBTE program?

6. What was the setting in which the development of the CBTE program took place (historical, institutional, social, and political environment)?

METHODS FOR COLLECTING DATA

Two methods were utilized for collecting data to describe the development of the CBTE program. These are: (1) the use of interviews to collect information needed to answer the research questions, and (2) review of documents (official policy statements, minutes of meetings, communication between individuals and groups) in order to collect data to answer the research questions.

ANALYSIS:

Analysis of the data will be conducted through the utilization of conflict theory as delineated in Chapter I. Upon the completion of the data collection of the study, there was substantial justification for the utilization of "The Conflict Perspective" as the theoretical framework for the analysis of data. The "Conflict Perspective" has generated a considerable amount of attention in the field of sociology. "Conflict Sociology - Toward An Exploratory Science" is perhaps the most powerful statement of conflict theory developed to date. It is the major source of theory utilized in the analysis of data in this study. The specific delineation of the critical elements of Conflict Theory utilized in the analysis of the phenomena under study here will be presented after the presenattion of data.

After specific events (Acts, Activities) have been identified as significant through interviews and review of documents these events will be analyzed in terms of the appropriate elements of the conflict model. The appropriateness of these elements will be determined by the extent to which they adequately explain the event.

CHAPTER III

DOCUMENTATION OF PROCESS

- Procedure for Data Collection
- Acts
- Activities
- Meanings
- Participation
- Relationship
- Setting

DOCUMENTATION OF PROCESS

The parameters of the specific event under study which provided the setting for the conduct of the study can now be identified. The process of CBTE program development at the institution under study began with their receipt of the "Format for Submission of Program Proposals" from the State Education Agency, Division of Teacher Education and Certification. The date of this event was September 1973. The termination of this process occurred on February 1, 1975 when the proposals were to be submitted to the State Education Agency (SEA).

Parameters of the Event

September 1973	February 1, 1975
Receipt of "Format for Program Submission"	Deadline for Program Submission

The complex nature of this event dictates that considerable amounts of information be provided to explain what occurred within the two points in time which mark the initiation and termination of the specific event (Attempt to develop a CBTE program). This information will be provided in Chapter IV which will aid in the interpretation of the event to be conducted in Chapter V.

The participants in the attempt to develop a CBTE program at the institution of higher education under study are as follows:

- Members of the faculty and staff of the institution involved in the preparation of teachers.
- Members of the United University Professors (UUP) Chapter at the institution under study.
- The local teachers unions' representatives in the same geographical region.
- The State Education Agency Division of Teacher Education and Certification.
- Members of the State University Central Office staff.
- School District Administrators in the school districts located in the same geographical region as the institution under study.

These groups provided the individuals who participated in the process of attempting to develop a CBTE program. It is important to identify the groups as significant participants because the purposes of each of these groups determined, to a large extent, the roles which the individuals played.

PROCEDURE FOR DATA COLLECTION

The data was collected through thirty—one interviews conducted in an open-ended manner. The interviewer sought information in three basic subject areas:

1. The perceptions of each individual's role in the development of the CBTE program.
2. The role of the organization with which the individual is affiliated in CBTE program development.
3. The perceptions of the individual relative to other organizations' involvement in the development of the CBTE program.
4. The perception of the individual related to the total development of the CBTE program.

Specific Topic issues included -

- Conflict among individuals, groups and organizations
- Coersion used by individuals, groups and organizations
- Purposes of organizations
- Problem areas in the program development process
- Change in individuals, groups, and organizations

At least three interviews were conducted in each group identified as participating. Interviews were conducted at various levels of each organization. By group, the interviews broke down as follows:

School District Administrators	4
Teachers Union Personnel	3
State University Central Office	2
State Education Agency	4
AAUP College Chapter	2
College faculty and staff Administrators, faculty	20
Other (CBTE experts, other interested individuals aware of the process)	4
Total	39

(Notes on all interviews were taken and entered in a field log. All data is available.)

The review of documents and collection of relevant documents occurred in all organizations. Most of the documents cannot appear in this report. However, a selected few do provide documentation of the process and interpretations.

DESCRIPTIVE PROCESS DOCUMENTATION

The following documentation of the event will be presented to answer the descriptive research questions.

Research Question #1

1. What were the acts of participants during the development of the CBTE program?

The following chronology documents the acts specifically relating to the college's attempts to develop a CBTE program. It includes the major acts undertaken by the relevant groups.

1.	Sept. 1973	Guidelines--Teacher Education Program Proposals	State Education Agency -Director, Division of Teacher Education and Certification
2.	Jan. 1974	CBTE Coordinator--El. Ed. Appointed	Elementary Education faculty reporting to Dean of Professional Studies
3.	Jan. 30, 1974	PACT Meeting (Performance and Assessment Criteria for Teachers)	Area Colleges, School Districts & Teachers State Education representative
4.	Feb. 25, 1974	State Univ. Meeting--Hosted by Professional Studies Faculty to Review Impact of Guidelines for Program Reregistration	Professional Studies Faculty District & Teacher Representatives from Presently Cooperating Schools. Observers from other Teacher Education Program on Campus.
5.	Feb., 1974	Steering Committee Formed for Elementary Education Program Development	Representatives from: Districts 8 Associations 8 Departments 8(2 from Students 5

		(School choose desired extent of involvement)	Ex-officio (Dean: Acting Coordinator) Observers Each T.Ed. Program at State Univ.
		Reserve Status Group Identified	Districts/Associations -Participating as Possible -Requesting to be Kept Informed
6.	Feb.-June, 1974	Steering Committee Meetings	
	2/25	General Informational Meeting	(See above)
	3/11	Organizational Meeting	
	4/1	Preparation of Working Papers	Chaired by Steering Committee Chairman
	4/22	Identified Roles & Functions	
	5/6	Stated Knowledges, Skills, Attitudes	
	5/14	Defined Contributions of Constituents	
	5/20	Prepared Guidelines for Cooperation	
	6/4		
	6/25	Summary Meeting	
7.	March-May, 1974	Staff Development Meeting	Invitations to College & District Personnel
	3/7	Role of Constituents	
	3/14	Professional Semester	
	3/18	CBTE and 60-Hour Program	
	3/28	CBTE Can Be Personalized	
	4/4	Simulation and Games	
	5/29	Diagnosis & Prescription	
8.	April 2, 1974	Consultant met with Education Division & Steering Committee	
9.	April 22, 1974	*Proposed Guidelines for Association Participation in CBTE* Presented to Steering Committee	Teacher Association Representatives

	Unofficial College Response	Acting Coordinator-Ed. Div.
10. May 20, 1974	Tentative College Response to Guidelines	Dean of Professional Studies
11. July 1, 1974	Revised Guidelines--Teacher Education Program Proposals received	State EducationAgency
12. Summer, 1974	Teacher Association Representatives Request Official College Response to Proposed Guidelines for Participation	Sent to Coordinator, Education Division
13. Sept. 24, 1974	Steering Committee Meeting --Members augmented by other college faculty & teacher association members. --Report on College position. --Teacher Association Representatives request acceptance of working arrangements prior to continuation of work on program.	Chaired by Coordinator, Education Division College Position Presented by Dean of Professional Studies
14. Sept. 28, 1974	Mailgram requests college support for participation.	From Teacher Association Council of Presidents to College Administrators
15. Sept. 30, 1974 Oct. 10-11,1974	Faculty Work Committees	Education Division
16. Oct. 9, 15, 1974	Steering Committee Meetings to Continue Development	
17. Oct. 22, 1974	Discussion of Proposed Guidelines for Association Participation	Teacher Representatives College Admin.

18.	Oct. 24, 1974	Meeting of Steering Committee & Interested Others to Respond to Proposed Guidelines. UUP called for caucus and joined association reps. College position withheld pending legal interpretation.	College-District Representative & Others
19.	Nov. 12, 1974	Mailgram requesting further action.	From Teacher Association Council of Presidents To College
20.	Nov. 18, 1974	Communication to Colleges, Presidents, and Deans Position in Participation	Country Council of Presidents
21.	Jan. 21, 1975	Visit to State Univ. to meet with: College Supts. Teacher Assns.	Representatives (Inc. UUP) Luncheon with 6 Council Reps.

There are additional acts engaged in by some participants which were particularly significant. These are:

22.	Oct. 24, 1974	UUP and local teacher union representatives made the decision to collaborate and support each others endeavors in developing program.
23.	Oct. 24, 1976	Dean of Professional Studies decision to not accept UUP involvement.
24.	Jan. 1975	Teachers Union demands for collaboration and threat of not accepting student teachers from State Univ. if they were not included and satisfied with role in collaborative effort.
25.	Jan. 10, 1975	Mailgram from teachers union urging that locals postpone signing of CBTE program proposals
26.	Jan. 16, 1975	Memorandum from SEA stating that deadline for program proposals remained and proposals should be submitted without teacher union and/or school district administrator sign-off.

27.	Jan. 1975	Resolutions by Faculty groups renouncing state mandate for CBTE.
28.	Sept.-Jan. 1974	Various teacher union statements demanding "parity"threatening boycott of student teachers, endorsing UUP involvement, and denouncing CBTE.
29.	June 1974	Local Teachers Federation decision to sack active involvement in the consortium at State Univ.
30.	January	Decision by State Univ. to not submit proposals.

Research Question #2

2. What were the actions (activities) engaged in by groups during the development of CBTE programs.

There were several major activities engaged in by each group.

a. The State University was continuously engaged in the activity of attempting to meet the demands of the state mandate for CBTE. This activity is documented through interviews, documents and the chronology of events.

b. The local teachers unions and the State teachers union were primarily engaged in the process of attempting to gain more control of the credentialization of teachers. This was part of their overall goal of operating as a professional group. This activity is substantiated through interviews and documents.

c. The school administrators were engaged in the activity of CBTE development throughout the process. The basic motivation was to insure that teachers unions did not renegotiate contract issues. They were also concerned that the teachers unions would gain too much control over the certification process. This activity is substantiated by documents and interviews.

d. The UUP chapter at State Univ. was engaged in activities directed at becoming involved in and gaining an "active role" in the collaborative effort to develop CBTE programs. Interviews and documents substantiate this activity.

e. The SEA was involved in the basic implementation of the mandate. They provided staff to explain and facilitate the implementation of the mandate. They also were in communication with all groups in the process. Interviews and documents substantiate these activities.

f. State Univ. Central Office staff were engaged in two contradictory (seemingly) activities. One was to help implement the mandate and the other was to support their institutions, particularly State Univ. in the resolution of difficulties. At times SUNY Central supported State Univ. decisions which appeared to postpone or terminate the collaborative efforts. Many of these decisions regarded conflict over how much the teachers unions sought and how much the college could (grant) in terms of control over funds and "employment working conditions." It was a contention of some University Counsels that much of what the mandate required should only be addressed in negotiations under the Taylor Law rather than collaborative efforts for CBTE. This is substantiated by documents and interviews.

With these activities presented two important statements must be made. First, at no time does the researcher mean to imply that these organizations did anything. Only people do things with and to other people. The organizations are merely presented here as a means of identifying major directions of the activities engaged in by groups of individuals. We must realize that "organizations" are groups of individuals, often behaving in similar ways, but still acting as individuals.

The second statement is a related one. Within every organization, individuals behave differently. They hold varying beliefs and varying patterns of behavior. Thus, at State Univ. we find much conflict amongst groups of individuals within the SEA, differing perceptions of CBTE and the mandate. We use "organizations" here to delineate the major characteristics of the activities of groups of individuals involved in the event.

These issues of conflict within the various organizations will be discussed in greater detail in Chapters IV and V. Many of the documents presented in the next research question (meanings) will highlight these differing perceptions within organizations.

Research Question #3

3. What were the meanings attributed to acts and activities of participants by themselves and others?

Much of this data was collected by interviews. However, there are documents available that substantiate virtually all major positions stated by individuals and groups (organizations). Following are the organizations involved in the activities and the significant documents stating their positions. Many are attached to this study but the bulk could not be. In cases where explanation is needed it is provided with the source documentation noted. Some of the documents predate and postdate the specific parameters of the event but are still relevant in explaining the perspectives (meanings) which directed activities.

The numbers next to each document represent the Acts which they are related to. (See Section on Acts)

a. State Univ. - The following documents delineate the "meaning" of the groups within State Univ.

Acts 1-7 CBTE Summary Report - To Dean of Professional Studies from CBTE Coordinator - documents all activities of college faculty and administration re CBTE unit summer of 1974.

All Acts State Univ. Related)	CBTE An Analysis of Problems... This documents the concerns of University and College Deans regarding CBTE. It calls for "a moratorium" on CBTE. It is of significance because it was drafted by the Dean of Professional Studies at State Univ.
Acts 17,18, 22,23	Attached Document #1 - explains events and positions at October 24 Steering Committee meeting.
Acts 27	Faculty resolutions - Attached documents #2 and 3
All Acts State Univ. related	STATUS REPORT ON CBTE to Associate Provost for undergraduate Education from Dean of Professional Studies State Univ. - Document #4
Subsequent Acts	Documents 5 and 6 State Univ. positions after February 1, 1975

b. Teachers Unions/Organizations

All Acts related to union and other Teacher organizations	Documents 7,8,9,10,11,12,13,14
Acts 16,17, 18,19	Document #15 - This is a college statement with union guidelines appended. Delineates college response to union proposal.
Act. 20	Document #16

c. School District Administrators SDA

All Acts related to SDA and related groups	Document #17-18

d. UUP

Acts 17, 18, 19, 22,23	Document 19

e. State Education Agency

All SEA related Acts	A New Style of Certification March 15, 1971, Delineating Basic SEA policy towards CBTE and trial projects in particular
Acts 25,26 Acts 1	Document #20 Appendix - Guidelines from SEA

f. State Univ. Central Office

Related to State Univ. Central Acts	Document #21

This concludes the listing and identification of documents provided to answer Research Question #3 - Meanings

Research Question #4

4. What was the level of involvement of participants in the development of CBTE programs.

All participants other than the SEA (who initiated the mandate) and the UUP (who sought entrance later) found it in their self-interest to become involved. For the State Univ. it was a matter of survival. They, according to the mandate, had to redesign their programs to maintain registered teacher training programs.

For the teachers unions the thought of involvement was repulsive at first as they had publicly renounced CBTE repeatedly in the past. However, the mandate created an opportunity for them to participate. The State Univ. was "required" to seek their collaboration. Although it was not explicitly

Unions soon urged teachers forcefully to allow the Union to choose representatives to CBTE consortia. Thus, the unions saw an opportunity to grasp part of the credentialization process for their profession. It was "good politics" to join and served the interest of the profession.

The school administrators participation in the Consortia was quite different. Data collected from interviews on two areas. The resistance to further union control of the "educational process" prompted school administrator participation. Also, school administrators were concerned that many items which belonged in the negotiation (collective bargaining) arena might be renegotiated by the unions in the consortium; i.e. student teachers, teacher renumeration, released time, etc. Also, school administrators were the only group interviewed who consistently mentioned a committment to "improving the quality of education of the child." Some union personnel stated that administrators saw CBTE as a means of controlling and monitoring teacher performance. This may have been a motive but it could not be documented or substantiated.

The SEA involvement focused on assistance and advice. They, of course, initiated the mandate and were primarily concerned with assuring that State Univ. met the deadlines and requirements they stipulated.

The UUP involvement did not materialize until October of 1974 when they and the teachers unions agreed that UUP must have a voice in the collaborative effort. Interviews with UUP chapter representatives (president and members) were strongly opposed to CBTE conceptually. They stated that it was

> "an infringement on academic freedom"
> "Bordered on fascism"
> and
> "indicated a distinct trend towards totalitarian government and Hitlerism"

(These statements are quoted because they are particularly strong and emphasize UUP's attitudes)

Despite opposition to CBTE on these grounds they felt participation was essential to maintaining their "professional status" and preventing the "imposition of CBTE formats" on college faculty preparation and performance.

State Univ. Central was involved because of its organizational affiliation with State Univ. State Univ. Central was responsible to the SEA to respond to the mandate. Much of their involvement was confined to assisting State Univ. in development and assuring that the Consortium stayed within State Univ. policy and Taylor Law requirements.

These patterns and motives for participation begin to indicate the complex nature of the phenomena. Each group had different pressures causing their involvement and shaping the nature of their involvement.

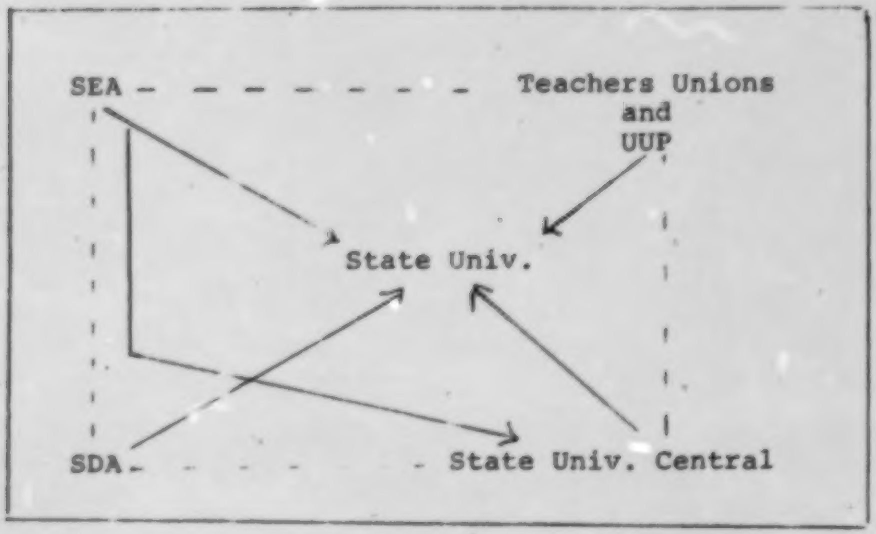
Research Question #5

5. What were the relationships of individuals and groups as they were involved in the development of the CBTE programs?

The relationships between all groups involved in this process were conflictual in nature. Throughout the data collection there were no incidents of mutuality consistently indicated by any group.

As the documents indicate no group (organization) endorsed CBTE conceptually. This is especially true of the mandate itself. Only four of the thirty-nine individuals interviewed felt the mandate was a positive force in education. Most objected to the fact that "CBTE allowed no alternative modes." Even some individuals in the SEA questioned the "wisdom of the mandate." The obvious interpretation must be one of basic power. The mandate was conceived of and implemented by those in a position with the power of authority to support their activities. Collins (1975) describes the relationship between groups as coercion. Thus, the basic characteristic of the relationships between groups was that of conflict caused by the coercive forces bringing them together. The lines of power between groups are plotted below.

——→ equals direction of power
– – – – – – – relationship with no power



It can readily be seen that State Univ. was subject to the power of all groups in the process. In two instances this is due to the "structure" of the formal legal relationships in New York State. This is true of SEA's control of State Univ. through its ability to register or not register programs. Similarly the Central Office of the State University System exercises budgetary and administrative control over each State University campus.

It should also be noted in this simple diagram that State Univ. had no power over the organizations with which it came into contact. The implications of this will be discussed in Chapter V.

The reason this power relationship becomes so critical is that the mandate required State Univ. to collaborate at the risk of losing program registration of teacher education programs. No such requirement was placed on the other "organizations" which were to take part. Therefore, they could control the direction of the collaborative effort at anytime by leaving the consortia. State Univ. was in a sense "at their mercy."

There is another characteristic of the relationship which bears mentioning. All of these "organizations" have different goals and objectives. Thus, their approaches to the issue were quite different. This "perception" of why to behave in certain ways is documented quite clearly in the attached documents. With these differing purposes come different approaches to problems. Thus the State Univ. was not only concerned with the requirements of the mandate but also with the "quality of education" as this is clearly its mission. The College's model for decision making is therefore deliberate - "academic" in nature. The Teachers Union is concerned primarily with maintaining high "remunerative and professional standards" for their membership. They are an "advocacy" group. They are much more aware of power than the Dean of Professional Studies appeared to be. So another major characteristic of the relationship between the groups is a different "perception" of what needs to be done and, more importantly how to do it. The implications of this characteristic will also be addressed in Chapter V.

A third and final characteristic of the relationships which dominated the event concerns conflict within the organizations. State Univ. as an institution of higher education, contains many diverse programs and individuals who staff those programs. Conflict at State Univ. was evident in every interview. There were groups who strongly favored CBTE conceptually. They had also "pioneered" the CBTE movement in New York State. There were others, the UUP for example, who strongly opposed CBTE conceptually and specifically objected to the mandate. Even the Dean of Professional Studies was caught in a dilemma between his administrative responsibilities and his personal convictions that CBTE was one of many alternatives to teacher preparation. He had argued against the mandate publicly but was required to respond to it professionally.

Throughout the interviews these philosophical and pragmatic conflicts rose to the surface. Charges of sabotage were verbalized by most interviewees. The mandate was called "ridiculous," "absurd," "best thing for teacher education," "fascistic," etc. It is not the purpose of this paper to document any of these opinions. However, the diverse nature of opinions expressed certainly indicates a high degree of divergence within the college community.

This spectrum of opinion can be compared with the rather uniform approaches to the mandate taken by individuals from other groups. They were clear and rather consistent in their relationships. The Unions constructed a unified front as did the school administrators and the SEA.

Thus, the State Univ. was characterized by internal as well as external conflict relationships while the other groups managed internal conflicts and were able to bring their full available resources to the "collaborative effort."

We have identified three characteristics of the relationships between the organizations. They are:

1. Conflict as a result of Coercion compounded by an unequal distribution of power due to organizational-legal relationships and the requirements of the mandate
2. Differing goals and approaches to the solution of problems and the collaborative effort. Different "rationalities" forming the basis of decisions made regarding tactics and approaches to the "collaborative effort."
3. Conflict within organizations which effected their ability or inability to mobilize and bring pressure to bear on other organizations.

These characteristics of the relationships will be discussed more fully in Chapter V.

Research Question #6

6. What was the setting in which the development of the CBTE program took place?

A description of the State Univ."environment" will be provided here. There are several characteristics of State Univ. which can be presented here. These are selected because of their direct bearing onthe event of CBTE program development. These characteristics are:

1. CBTE at State Univ. and its relationship to the college as a whole.
2. Demographic characteristics of State Univ. and its environment
3. Relevant characteristics of the Dean of Professional Studies
4. Administrative Factors.

1. CBTE at State Univ. One of the aspects of this study which is most intriguing is the College's history of CBTE involvement. As early as 1968 State Univ. had developed CBTE formats. A program in A--- had been funded by the SEA and heralded as one of the truly excellent and innovative programs in teacher preparation. Interviews with SEA staff indicated that it had provided a great deal of the prototyping for CBTE development at the state level. Numerous publications and "pioneer work" in CBTE had developed at State Univ. A school administration program had been designed utilizing the Competence Based Format. The basic approach to teacher education appears to have been field based with each student being exposed to three semesters of classroom experience.

Competence based education appears to be a well established modality of preparing teachers at State Univ.

Interviews with various staff members, remarkably, contradict this apparent evidence of institutional support for CBTE. One high ranking administrator stated that it was largely through his efforts that CBTE grew and developed at the College. In fact many faculty involved in CBTE grew and developed at the College. In fact many faculty involved in CBTE had to struggle to be included in department meetings. Data indicates that although considerable work on CBTE had been conducted and included in State Univ. education programs, it had by no means received large scale institutional support. At best it was seen as "one of many alternatives;" at worst "it was included because it generated soft money and prestige for the college."

One interesting feature of this entire phenomena is that the expertise was abundant to produce good CBTE programs (in fact the required programs were written) yet the College did not submit proposals. (This will be explained later)

2. Demographic Characteristics - State Univ. is a large urban college. Approximately 60% of its graduates are teachers. Organizationally, most of the Departments participate, to some extent, in the preparation of teachers. This teacher education involves many individuals and changes in teacher education will effect many individuals.

State Univ. is located in a city with a long history of trade unionism. Most interviews confirmed the contention that unions particularly local teachers unions and neighboring school districts were "very powerful."

State Univ. places approximately fifteen hundred student teachers in the local schools annually. Thus good relationships with the district administrators and teachers are important.

3. Dean of Professional Studies. The Dean is the most important individual involved in this process. He maintained firm control of the critical elements in the CBTE program development effort from its inception. He made, or had significant in put into, the important decisions. All interviewers identified him as the individual most significantly involved.

He was described as heroic, naive, powerful, weak, learned rational, manipulative, etc. His role must be clarified.

First, the Dean has been in the position for several years. While in that position the college has undergone many changes. The focus was changed from education to liberal arts. The "Campus School" is fighting for survival. Education has declined in its influence at the college. Thus, the Deanship became a difficult position to maintain as the power of the position was slowly eroding.

Second, the Dean is an academician. As such he approaches decisions and problems in a rational colleagial manner. He admits to a lack of understanding of the tactics and approaches of unions. Or at least he chooses not to function in a political manner.

Third, he opposed publicly the mandate and argued against it on the basis of academic freedom and quality education.

Fourth, he "believes" in education "and is committed to it." He also contends that State Univ.'s decision not to submit a proposal and the actions taken as a result of local events have significantly altered the course of the CBTE movement. Also, they have resulted in constructive and positive changes in the CBTE statewide plan.

4. Administrative Factors. The most significant factor in the administration at State Univ. is a definite schism between levels of the administration. While the Dean of Professional Education looked at CBTE as an alternative, the Coordinator of the Education Division supported it. It was the Coordinator who "sponsored and hired" CBTE experts at State Univ. Although the Dean supported the activities, the Coordinator indicated in interview that administrative support at upper levels was not always easily obtained. There is a definite difference in perception of both individuals by other interviewees and each other. What this data does indicate is that there were significant differences of opinion regarding CBTE.

One specific incident concerned the consortium approach to be used. The Coordinator felt that CBTE programs could only be developed district by district. This, he stated, could alleviate the difficulty of dealing with united union groups and school administrators. The Dean rejected this notion and opted for an "umbrella" approach so that all programs could be developedthrough one group. Both approaches seem reasonable. The only thing known for sure is that the "umbrella approach" did not result in a successful collaborative effort. This incident is one indication of possible misinterpretation of how unions and school administrators might react collaboratively. It is interesting to note that this approach was still the approach favored by the administration as of July 1976.

Another indication of friction between these two administrators was the involvement of UUP. The coordinator supported UUP's involvement in the Consortia. The Dean did not. Neither individual anticipated the others actions regarding the UUP involvement.

This concludes the descriptive section of the Research Report. The attempt has been made to provide data which describes the significant aspects of the event adequately and clearly.

CHAPTER IV

INTRODUCTION

CHARACTERISTICS OF CONFLICT

INTRODUCTION

This chapter will present the explanation of the phenomena presented and described in Chapter III. The analysis of the CBTE program development is undertaken from a conflict perspective. Much of the background pertaining to the conflict perspective used for the study is provided in Chapter I. The primary source of theoretical information for this Chapter will be Conflict Sociology Toward an Explanatory Science by Randall Collins (1975).

The attempt will be made here to utilize some of Collins' explanatory theory dealing with organizations to explain the complex phenomena documented and described in Chapter III.

There are three distinct characteristics of the process that are delineated in Chapter III. They are:

1. Conflict and Coercion. The utilization and dynamics of power.
2. Differing goals and approaches to the solution of problems causing conflict.
3. Conflict within organizations effecting the ability to function in the collaborative effort.

1. Conflict and Coercion - The existence of these two phenomena have been clearly documented. Randall Collins states five hypotheses which explain their existence and the resulting behavior of the groups involved.

Casual Statements ("Conflict Sociology," 1975)

a. Coercion leads to strong efforts to avoid being coersed.

The reaction of State Univ. faculty and administration, teachers unions, school administrators, and numerous professional educational organization, to the state mandate confirms this statement. When coercive pressure was exerted in the form of the statewide mandate all of the above groups engaged in activities to avoid being coerced. Letters to Regents, newspaper articles, position papers pressure in the form of open statements to resist, threats of litigation, etc. were all utilized to avoid being coerced into compliance with the mandate.

> b. If resources for fighting back are available, the greater the coercion that is applied, the more counter-aggression that is called forth.

Clearly, this statement is supported by the phenomena. For example, the teachers unions refusal to accept student teachers, from State Univ. is a clear counter aggressive activity to State Univ.'s proposal submission. It was, in fact this final coercive act by teachers unions that pushed State Univ. into the decision not to submit program proposals without signatures of school district administrators and union representatives. This decision was made despite the SEA position that proposals could be submitted without sign-off.

> c. If resources for fighting back are not available but opportunities to escape are, the greater the coercion that is applied, the greater the tendency to leave the situation.

The activities of the school administrators and unions are explained by this statement. As coercion was indirectly applied to them through the mandate (unions felt an encroachment on their professionalism, administrators felt coercion to "negotiate" with unions) these groups withdrew from the collaborative effort. They "escaped" when they felt coerced into positions inconsistent with their own objectives. The faculty statements at State Univ. also are explained by this statement. They passed resolutions to "escape" from the mandate when the coercion to comply with it was greatest. (January, February, 1975)

> d. If resources for fighting back and opportunities to escape are not available, or if there are other strong incentives forstaying in the situation, the greater the coercion that is applied, the greater the tendency to comply exactly with those demands that are necessary to avoid being coerced.

This statement accurately explains the behavior of the unions and the school administrators. They participated insofar as it was in their interest to do so and when participating sought the highest possible control over the situation. The unions in particular focused on control of the consortia in hopes of eventually gaining significant input and control of the credentialing of teachers. They sought absolute parity and economic remuneration through the collaborative effort despite repeated conflict with State Univ. and State Univ. Central over these issues. The school administrators did not seek control of the consortia but did not want the unions to have it either. So they participated to the extent that they could prevent control of the consortia by the unions.

e. If resources for fighting back and opportunities to escape are not available, and there are no strong positive incentives for staying, the greater the tendency to dull compliance and passive resistance.

This is one possible, quite logical, explanation of the end result of the event. (The failure of State Univ. to comply with the mandate.) Considering the College's general resistance to CBTE conceptually (despite a few very strong programs in CBTE) and the Dean's opposition to the mandate on conceptual and pragmatic grounds, it is quite likely that the "tendency to dull compliance and passively resist." The Dean's very significant role in the entire process combined with professional objections to the mandate certainly add weight to this explanation. Several interviewees implied positively and negatively, (depending on their attitude toward CBTE) that the Dean passively resisted the mandate. Here the personal characteristics of the Dean identified in Chapter III under "setting" became relevant. A professional educator, rational, principled, and committed to academic ideals is how he was described by some interviewees. Such an individual would neither like or particularly want to comply with an educational mandate. To some he was "heroic" in maintaining a "strong stand" against the SEA when the decision to not submit was made. The opposite, less pleasant, interpretation reported by the interviewees was that of the Dean intentionally sabotaging the collaborative effort by being "hardline" on some decisions and making other decisions which would intentionally end in conflict. This is also a feasible explanation based on some participant's perceptions it may be accurate.

However, the one explanation that can be clearly documented is the incredible difficulties and coercion that the Dean did deal with throughout the event. If he did passively resist, there were certainly adequate opportunities for him to point to practically every organization to support his behavior. State Univ. Central supported his stance on collaborative decisions regarding finance. The unions refused sign-off and threatened boycotts of student teachers. The faculty claimed infringement of academic freedom. Numerous professional groups pointed to the faults in the mandate itself. It is difficult to conceive of any administrator dealing with and resolving the dilemmas produced by the parties involved in the State Univ. phenomena.

The more likely and clearly documented explanation is that the disparities between the perceptions of individuals and groups, and the power delivered to teachers unions by the collaborative requirements of the mandate, and the power of the unions themselves made compliance impossible.

2. Differing Goals and Approaches to the Solutions of Problems Causing Conflict

Causal Statement. This causal statement has been arrived at through analysis of the data. It refers to inter-organizational coercion and conflict.

a. The greater the coercion, utilized to bring organizations with differing goals and tactical approaches to problems into collaborative efforts, the greater the extent of conflict.

As indicated earlier the three organizations directly and indirectly coerced into the collaborative effort served differing constituencies with differing goals and approaches to problems. One way of understanding this phenomena is to develop a scheme of "rationality." Carmen Fincher in an article entitled "On the Rational Solution of Dominant Issues in Higher Education," identifies several types of rationality. Although the direct application of Fincher's conceptual scheme is not worthwhile here his concept of "rationality" is. Fincher's premise is that professions and individuals develop a kind of professional cognitive style which determines, to a large extent, the manner in which they approach problems and the criteria they use for decision making.

For example, Legal Rationality is characterized by reliance on precedents and litigation in the courts. Education, until recently was not involved to a great extent in Legal Rationality. Of late, however, more litigation has taken place pertaining to education. Thus, it behooves higher education to become familiar with and capable of dealing with Legal Rationality.

For our purposes we can identify 3 kinds of rationality:

1. Academic Rationality - characterized by appeal to reason, deliberation, critical thinking and to some extent, idealism and trust.
2. Political Rationality Characterized by coercion, utilization of power, struggle for resources
3. Economic Rationality Characterized by the quest for remuneration, allocation of resources and efficiency

It would be erroneous to say that any group was clearly identified with one of these rationalities in this phenomenon. However, some groups tend more towards one "perception" than the others. Actually the State Education Agency exhibited the characteristic of Academic Rationality by seeking a collaborative effort and Political Rationality by mandating. This appears quite paradoxical and, in fact, it is. It is one of the major flaws in the mandate. SEA demanded collaboration from groups with differing rationalities and power to wield.

The State University faculty particularly, the Dean, leaned towards Academic Rationality in its approaches. The unions were clearly utilizing and adhering to Political Rationality. The school administrators were clearly aware of the economic implications as were the unions and both groups seemed to utilize Economic Rationality. The school administrators were "coming to grips" quite rapidly with Political Rationality through the collective bargaining process. State Univ. Central appeared to understand Political Rationality and was clearly aware of Economic Rationality when it expressed concern of terms and conditions of employment. UUP clearly understood Political Rationality when it manipulated its way into the "collaborative" process.

This discussion of the groups and their dominant forms of "rationality" points up two interesting developments. The first is that SEA was functioning under some assumptions of Academic Rationality and some assumptions of Political Rationality. Interviews indicate that the officials of SEA believed CBTE could be helpful to education and that change in the preparation of teachers was an essential and necessary requirement.

This is, of course, Academic Rationality. However, in their implementation of this change they clearly utilized Political Rationality. They mandated change. In this instance the two "rationalities" combined to yield unanticipated amounts of conflict.

First, they placed collaborative demands (Academic Rationality) on an academic institution with no political mechanisms to implement the demand. This shows a critical mistake in the mandate in terms of State Univ. Thus there appears internal inconsistency in the SEA behavior and mandate.

Second, they mandated the collaboration of organizations with differing "rationalities." The unions goals and approaches relative to involvement in CBTE. How could these organizations possibly collaborate? It could be pointed out that most institutions did submit proposals. However, this was done after SEA had to eliminate collaborative "sign-off."

On this basis the causal statement can be used to explain the high degree of conflict generated by the mandate. When coercion is utilized to bring together diverse organizations with different "rationalities," conflict is likely to occur. This interpretation of the event has been suggested by interviewees and checked with interviewees and there is a consensus that it is accurate. It seems especially true of the Dean as he played a significant role and seemed to adhere to the characteristics of Academic Rationality.

The third characteristic of the phenomena is related to intra-organizational conflict and effectiveness in dealing with external organizations.

3. Conflict Within Organizations Effecting the Ability to Function in the Collaborative Effort

Causal Statement

a. The greater the conflict within an organization, the less effective its relationships with other organizations.

This statement attempts to explain the relative ineffectiveness of State Univ. in resolving its dilemmas with the various organizations with which it was forced to relate. It seems logical to conclude from the data that the conflict within the organization regarding the state mandate seriously effected its ability to develop a program on a collaborative basis.

Within the institution were two basic groups which were involved in the process - those who favored CBTE and those who did not. Due to the mandate and its implications both groups became involved. However, the nature of their involvement can only be characterized as conflictual. With this high degree of conflict (i.e UUP and college administration, college faculty, SEA, and supporters of CBTE) the possibility of presenting a "united front" was virtually eliminated. In fact, UUP took the teachers union position and thus obtained entrance into the process. Whatever, power the State Univ. could develop, it was negated by groups within the institution.

In terms of the documentation, and interviews which support the contention that conflict existed in the college and effected its relationship with other organizations, the causal statement seems to adequately explain this characteristic of the phenomena.

With these attempts at explanation completed it is possible to move to the Summary and Conclusions of the study.

CHAPTER V

INTRODUCTION
REVIEW AND CONCLUSIONS
IMPLICATIONS
CONCLUDING NOTE

Introduction

This chapter will summarize the study by providing a review and statement of conclusions, implications, and concluding note.

Some brief additional information should be reported here. Early in this report in Chapter I, mention was made of a comprehensive study conducted by Teacher Education Developmental Service of those institutions which did submit program proposals. Preliminary analysis of the data from this comprehensive study is now available and will soon be reported in complete form. As of this writing the results of that comprehensive study appear to support the findings reported in this study. Comparison is the basic technique in the verification and refinement of theory. Thus, comparison with the data available from the statewide study should be made. One finding of the comprehensive study that supports the findings here is that the less the degree of conflict the more likely four year program registration would be awarded by the SEA. Thus, the high incidence of conflict at State Univ. and the failure to comply with the mandate seem to be consistent with the outcomes of other institutions throughout the state. Another finding of the comprehensive study was that the larger public institutions tended to experience more conflict than smaller private and public institutions. This also seems consistent as State Univ. is a large public institution.

Another study, published by TEDS is an analysis of perceptions of the program development process held by institutions and the SEA. Data in this study is somewhat relevant and the findings in both studies appear consistent. Thus a fairly complete picture of CBTE program development in New York State can be obtained by the examination of the TEDS publications now available. These other studies are mentioned because this intensive case study can be more meaningful on the basis of other findings obtained using differing theoretical and methodological approaches.

Review and Conclusions

This study has attempted to: 1) identify and describe the characteristics involved in the development of a CBTE program, and 2) analyze these characteristics from the perspective of inter and intra organizational conflict.

In order to accomplish this, the phenomenon was approached as flexibly and as openly as possible. The collection of data was conducted through unstructured interviews and reviews of relevant documents. Throughout the research process much was left up to the resources and discretion of the researcher. There are, admittedly, limitations and disadvantages to this approach. However, with consultation and constant interaction with other researchers the study was conducted.

After the collection of data it was sorted, categorized, and presented according to the descriptive framework presented in Chapter II.

The analysis and explanation of the phenomena were conducted and presented. The conflict model was utilized as the basic perspective for the explanation of the phenomena.

The conclusions of the study follow:

1. Mandated CBTE program development has a high potential for generating conflict.

2. Where CBTE is mandated, attempts at collaborative effort are impaired.

3. CBTE program development involves the processes of change and conflict.

4. CBTE collaborative efforts involve the distribution and utilization of power.

5. Mandated CBTE can result in attempts to avoid participation.

6. Mandated CBTE results in counter-aggression where resources are available.

7. Mandated CBTE can result in non-participation of parties in the collaborative effort when resources for fighting back are not available.

8. Mandated CBTE can result in the "selective involvement" of participants.

9. Mandated CBTE can result in passive resistance and dulled compliance when opportunities to escape and resources for fighting back are not available.

10. Groups with varying goals and approaches to the resolution of problem exhibit a high potential for conflict when coerced into collaboration.

11. Conflict within organizations can limit the organizations' ability to effectively relate to other organizations when coerced into collaboration.

These conclusions are based on the descriptive data provided and the analysis and interpretation of that data explained in this report. As indicated earlier the comparison of these conclusions with other data from the TEDS research projects will provide a useful context for the evaluation of these conclusions.

Implications

There are two basic areas which the implications of this study can address. They are implications for educational leaders and research.

The implications for educational leaders are readily seen. First, mandated change particularly in teacher education, has a high potential for generating conflict. Conflict can be disruptive and lead to the failure to achieve desired goals. Despite the fact that it is a major assumption of this research that conflict is ubiquitous, educational leaders must learn to accept conflict and understand its implications.

The same is true of the use of power as a force in education. Power is a reality and therefore must be understood. Throughout this study the abuse, misuse, and misconception of power is evident.

Power and Conflict can prove to be critical concepts in the exercise of educational leadership if they are understood, perceived as neutral and ubiquitous elements of social life. Educators must look to these concepts rather than consensus and equilibrium models for the management of education.

One of the significant findings of this study is that a relatively small group of individuals could produce an attempt to implement a change in education which had unforeseen impact statewide. This mandated change occurred despite the resistance of scholars and practitioners alike. The understanding of such a phenomena and its implications can only serve to provide educational leaders with insights into their own behaviors and the behavior of others.

The implications for research are linked to those stated above. Education must engage in research which describes and attempts to develop explanatory statements concerning its activities. Both qualitative and quantitative studies with a variety of methodological approaches are essential to the progress of education.

More studies centering on conflict and power in education are needed to provide necessary explanations of education and the world we live in. The conflict model provides a useful approach to the study of organizations and can be utilized to conduct research into many areas.

These implications attempt to indicate possible directions for research and identify areas of benefit to educational leaders.

While these general implications serve to explicate the major thrust of the findings of the study they can be further expanded and stated more specifically. These more specific implications are related to the behavior of three groups identified in the study. These three groups are:

1. The State Education Agency, Division of Teacher Education and Certification staff
2. The College administrative staff
3. The Teachers Unions and University Professors Union.

The implications which can be stated regarding the behavior of all three groups are well grounded in the data and are formulated and presented by group in the following pages.

1. The SEA Staff

It was stated earlier, and adequately explained by the use of Conflict Sociology, that the phenomena under study had two basic characteristics. These two characteristics were coer ion and conflict. It is well documented and readily observable that the establishment and attempt to implement the CBTE format in New York State was predicated on the use of coercion. If an institution did not choose or failed to respond to the mandate they were confronted with the very real possibility of not obtaining registration for their teacher training program(s). It can also be implied from the data obtained that the mandate was "ill-conceived." Coercion in and of itself can quite readily precipitate a high potential for conflict, but a mandated change which is perceived as "ill-conceived" most assuredly results in a more than normal amount of conflict.

The implication that the mandate was "ill-conceived" and "basically inappropriate" when viewed in the context of New York State is supported by the majority of participants interviewed. The Division of Teacher Education and Certification, according to two interviewees within the Division, had difficulty agreeing on the "nature" of CBTE. There were, in fact, some members of the staff who did not initially support the mandate and still have reservations concerning its legality. There were apparently three individuals who strongly advocated the mandate and worked very hard on its development and implementation. It is interesting to note that attempts to check out the validity of the assertion that the mandate was conceived and advocated by these three individuals were difficult to document. One of the three has assumed a higher level of administration but refused to be interviewed for the purposes of this study. Of the remaining two, one was available and entirely cooperative and indicated that the assertion was basically accurate. The third individual is no longer working for the SEA and was not available for interview.

The implication here is clear: that a small number (probably as small as three) can significantly effect the policy decision making structure of a massive bureaucracy and attempt to cause considerable change in the direction of an entire profession. Whether or not the mandate accomplished its stated purposes is not relevant here. However, the fact that considerable conflict and impact occurred on teacher training institutions, school districts, and teachers is indisputable.

A second direct implication of the data relates to the question of the appropriateness and feasibility of the mandate itself. The question of why the mandate was proposed, developed, and enacted is a difficult one to answer. At almost every stage of the data collection, interviewees pointed out what they considered to be "serious weaknesses" in the mandate. These weaknesses included:

a) lack of funds to implement
b) lack of agreement on CBTE
c) inappropriate power distribution amongst groups to be involved in collaborative effort
d) conflict with Taylor Law negotiation of terms and conditions of employment
e) lack of research to support implementation of CBTE as an education format
f) the mandate allowed for only one format for teacher preparation
g) legality of SEA action was questionable
h) CBTE mandate could decrease the number of FTEs generated by a program and therefore decrease number of faculty positions
i) CBTE mandated collaboration which is contradictory
j) mandate was an infringement on academic freedom
k) mandate violated principles of institutional antonomy
l) SEA proceeded with mandate without evaluative data from trial projects
m) preliminary feedback on CBTE indicated it was more expensive to utilize as a teacher training format
n) SEA did not specify criteria upon which decisions regarding program registration would be based.
o) mandate was a violation of professional autonomy
p) mandate placed too much control in the hands of teachers unions.

Although there were other objections to the mandate from many of the groups involved the comments listed above were the ones most frequently noted by the researcher. It was these perceptions of the mandate, many held by supporters and non-supporters alike, that determined how poeple reacted to the mandate.

The implication regarding the SEA mandate is clear: the perceptions of those who were to participate in attempts to comply with the mandate indicated a strong resistance to it and a general feeling that the mandate was "inappropriate" and "ill-conceived."

2. The State University Administrative Staff

The setting in which the administration of State Univ. operated was characterized by a major division within the administrative staff. This division focused around CBTE long before the mandate forced State Univ. to deal with CBTE as the major format for the training of teachers. As stated and documented earlier, State Univ. had operated teacher training programs utilizing the CBTE format since 1969. Much of the impetus for the development of CBTE in New York State had evolved from the early, and successful work State Univ. was engaged in. Many of the programs had received national recognition. They exhibited all of the critical elements of CBTE which were to be found in the mandate. This apparent institutional committment to CBTE makes the question of why State Univ. did not submit a program quite difficult to answer. It seems quite paradoxical that the instituion which "pioneered" much of the work in CBTE in New York State and also had an apparent committment to CBTE verbalized by its administrative staff, would be the institution which could not get its programs registered with the SEA in compliance with the mandate.

This apparent paradox can be partially explained by some of the factors in the mandate which were listed in section one of these implications (i.e. that the mandate was ill-conceived, etc.)

However, it can also be partially explained by the position of those administrators who supported CBTE and those who did not. As was stated earlier CBTE appears to have operated "on the fringes" of the traditional teacher education program. The programs were usually operated "in the field" and therefore were not included in the mainstream of college activities. The same is true of the administrators who operated the programs. Some were actually not hired by State Univ. One program in particular was a collaborative effort of various individuals from State Univ. , the community, and school district. Also, the administrator who was most responsible (according to interviews) for bringing a CBTE orientation to State Univ. was not in a powerful enough position to significantly effect others in the upper levels of the administration. This coordinator of Educational Services was directly responsible to the Dean of the Faculty of Professional Studies. As explained earlier, the Dean was not in total support of CBTE conceptually and was definitely non-supportive of a mandated approach to its implementation.

This differing perception of the role CBTE should play in training teachers precipitated conflict at several critical points in the process of responding to the mandate. The coordinator was on leave when the preliminary stages of response to the mandate were begun. It was his perception that the approach taken initially was inadequate. While the Dean supported an "Umbrella Consortium" of all districts within the region served by State Univ. the Coordinator advocated a district by district approach to program development. This difference in approach reinforces the division in the administrative staff.

A second issue reinforcing the division was that of UUP involvement. The Coordinator supported it and the Dean did not. Whether or not either position was more logical or advantageous is not the point. What is significant is that these two individuals held conflicting viewpoints concerning approaches to CBTE and its administration at State Univ.

Another, more generic issue which caused conflict between the two at several levels was that the Coordinator perceived the Dean's behavior as being intentionally aimed at creating situations which would lead to non-compliance. As indicated earlier, this can not be substantiated but the perception of the Dean's behavior would certainly precipitate conflict between the two.

In summary we can state that there are several factors in the State Univ. setting which affected the attempts to comply with the mandate. The first is that the CBTE programs were not included in the mainstream of college activity. The second is that there was a significant division in the college administration over the merit and approach to implementation of CBTE. The third is that those who supported CBTE did not hold positions with enough power to influence decisions regarding CBTE development.

The implications relative to the State Univ. administrative staff are clear: 1) *The upper levels of the administrative staff did not support the CBTE mandate and had not integrated CBTE into the total program of State Univ*. 2) *The divisions in administrative staff precipitated conflict over approaches to CBTE and made compliance to the mandate more difficult and caused* a breakdown in the process.

3. The Teachers Unions and University Professors Unions

The most interesting aspect of union involvement in the "collaborative" effort was that the Unions were totally opposed to CBTE in its mandated form. (The unions were also opposed to CBTE conceptually since its inception). Despite this intense union opposition, the unions became involved and, in fact, insisted on involvement on their terms. They utilized the collaborative requirements of the mandate to attempt to control the direction of teacher training and the credentialization of their professionals. These statements are confirmed by documentation and interviews.

Thus, the unions were primarily concerned with obtaining the power and exercising that power needed to alter the collaborative process to meet their own needs. Whenever any of the parties attempted to act in a manner contrary to what the unions perceived as advantageous they threatened to withdraw from the "collaborative" effort. Simultaneously the unions accused the College of acting unilaterally and demanded that the collaborative process continue with their input.

This seemingly inconsistent approach to CBTE becomes more intelligible if viewed from the union's position. Their ultimate goal is to control the credentialization procedures of their profession. CBTE was seen as an attempt to further remove that control from the unions. Simultaneously, it offered the possibility to become involved in the credentialization process through the sign-off requirements in the mandate.

The implication is clear: *the Teachers Unions and United University Professors were willing to become involved in a process to which they were conceptually opposed, if that involvement could lead to more control and influence over the teaching profession*.

These more specific implications of the data are presented so that practical application of the results of this study may become possible. It is assumed that these implications lend some insight into the behavior of educators involved in a complex political phenomena.

Concluding Note

It is hoped that this study will have theoretical as well as practical value to those who come into contact with it. If it is a good study the theoretical value will be of practical importance and the practical will be of theoretical importance.

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APPENDIX A

GLOSSARY OF TERMS

Due to the wide variety of approaches taken throughout the state in developing the CBTE format, it is necessary to standardize the following terms to insure consistencey in collection and interpretation of responses.

1. Consortium- The collective entity comprised of the agencies and institutions involved in developing the CBTE program. The consortia might include; Teachers' Unions, Community Organizations, Institutions of Higher Education (IHE), School Districts, etc.

2. Policy Board- Group which coordinates and/or directs the activitites of the consortia membership as the CBTE format is developed. The Policy Board consists of representatives of the groups who participate in the Consortium.

3. Task Force- Group responsible specifically for the development of the program proposal. Task Force usually consists of members of the various organizations in the consortia who have an interest or expertise in a specific educational area. For instance, a Task Force on elementary education might consist of two faculty members from a university, three elementary school teachers, and two parents.

4. IHE- This refers to the Institution of Higher Education involved in the consortium.

5. Mandate- The provisions of Education Law #6842 and the criteria establised by the State Education Department, Division of Teacher Education and Certification which outlined the competency-based requirements for program registration with the State Education Department.

6. School District- School District involved in the consortium.

7. Professional Agency- This usually refers to the Teachers' Union involved in the consortium.

8. Program Proposal- Document submitted, by the IHE and consortia, to the State Education Department for registration.

9. Program Registration- Refers to the State Education Department's decision to register a program for one year or four years.

NOTE: All programs and program proposals, forming the focal point of this study, were to be submitted to the State Education Department on or before February 1, 1975. These include:

N-6
Speech-Hearing
Special Education
Deaf
Blind
7-9

APPENDIX B

Note: All documents in these appendices have been altered to remove any specific name or reference to a specific place or organization. Copies of the original documents are held at the offices of Teacher Education Developmental Service, SUNY Albany, N. Y.

THE UNIVERSITY OF THE STATE
The State Education Agency
Division of Teacher Education and Certification

Format for Submission of Teacher Education Program Proposals

The following material has been prepared to aid program planners in the development and submission of proposals for State accreditation of programs for professional personnel in the public schools. The material is divided into the following sections:

Background------------------------- 1
Legal Basis for Program Approval------ 4
Content of Proposals------------------ 5
Narrative Explanation----------------- 6

BACKGROUND

The Teacher Education and Certification Section of the 1972 Regents Plan for the Development of Post Secondary Education identifies a specific goal and several underlying convictions, regarding the future of the certification of professional personnel, which have specific implications for preparatory programs leading toward State certification.

The Regents' goal and the appropriate underlying convictions are as follows:

Goal:

> To establish a system of certification by which the State can assure the public that professional personnel in the schools possess and maintain demonstrated competence to enable children to learn.

Underlying convictions:

> The basis for certification should be teacher competence rather than total reliance on college courses. Possession of a State certificate should represent an acceptable level of competence in general background knowledge, subject matter knowledge, and teaching skill.
>
> The preparation of teachers should involve a number of pertinent agencies and individuals including: schools, higher institutions, professional staffs, and relevant agencies. The ideal professional training would integrate theoretical understanding and clinical experience in a system of mutual refinement and reinforcement.

The Plan in addressing the legal responsibility to accredit preparatory programs indicates that the accreditation procedures "will center on answers to the following questions:

a. What competences and attitudes should the student demonstrate at the completion of the program?

b. What evidence will be acceptable to demonstrate that the desired competences and attitudes have been achieved?

c. What contribution to the teacher education program will be made by the university, the school district, the professional staff, and others?

d. What steps are being taken to introduce the concept of demonstration of competence in relevant components of the non-professional education portion of teacher education programs?"

A competence-based system permits the widest variety of program design since it does not prescribe any predetermined set of courses or learning activities.

The **agency** sees competence-based teacher education as a means of preparing school personnel which permits preparatory programs to state in an explicit and public manner the objectives and criteria that are to be met by students before they are recommended for certification. The term competence-based teacher education further assumes that students-in-training will be engaged in a flexible instructional program designed to allow individuals to develop and acquire the skills, knowledge, and behaviors necessary to meet the designated exit criteria in ways which satisfy and enhance individual learning styles. Moreover, the term implies that assessment procedures are related to instruction and that the procedures incorporate conditions of performance and designated levels of mastery. It does demand that we carefully examine all that is known about skills, behaviors and knowledge deemed essential for effective school service and requires that a preparatory program assure that they are acquired. The Department believes, however, that better, stronger, and more effective preparatory programs can be developed and implemented if wide latitude of freedom is permitted to those who have the responsibility and expertise to do so. This belief is substantiated by the following statement in the Regents Plan:

> "Performance-based and field-centered teacher education is recognized as a most promising approach. Variations or alternatives which demonstrate achievement of the Regents goal and also reflect the convictions underlying this goal, will also be carefully considered."

LEGAL BASIS FOR PROGRAM APPROVAL

Section 80.2 (k) of the Regulations of the Commissioner, reprinted below, serves as the governing regulation for the approval and registration of programs.

> ### Certification by completion of an approved program of preparation
>
> A teaching certificate may be issued to a candidate who has completed preparation at an institution or institutions having a program for the preparation of teachers or other school personnel registered and/or approved by the State Education Department providing the candidate is recommended for that certificate by the institution or institutions where the program was completed. Programs for which registration is sought will be evaluated according to standards and procedures determined by the commissioner.

The Division of Teacher Education and Certification accredits collegiate programs for preparation and certification of personnel for public school service, and persons recommended by accredited colleges are automatically certified. Accreditation takes place in two stages, approval and registration. A college seeking to establish a new or significantly revised preparatory program must submit a full proposal. A satisfactory proposal (i.e., one which shows promise of preparing practitioners who will be successful) is approved for one or two years during which time persons completing the program may be recommended for certification. Also during this time a site visit may be conducted by the Division to verify information submitted in the proposal. Satisfactory programs are registered for up to five years at the end of which time a re-registration visit is made. Proposals submitted for approval after September 1, 1973, must provide the information requested in the directions which follow.

CONTENT OF PROPOSALS

The proposal should be submitted by the chief executive officer of an institution of higher education* as follows: one copy to the Associate Commissioner for Academic Development and two copies under separate cover to the Chief of the Bureau of Teacher Education. Submit separate proposals for separate programs (e.g., secondary school academic subject or subjects, elementary N-6, special subject or subjects, etc.). A covering sheet should show the following:

Date proposal submitted
Names of college(s) or university(s)
Names of participating public school district(s)
Signatures of:
(1) the chief executive officer of the higher institution(s),
(2) the school district administrator(s) of the participating school district(s),
(3) the professional staff representative(s) of the participating school district(s)** and
(4) representatives of other relevant agencies as approved by (1), (2), (3) above.

NB: For this purpose Boards of Cooperative Educational Services would be categorized as school district(s).

Title or titles of New York State certificate or certificates to be awarded upon completion of this program (see attachment 1, list of authorized certificates)
Level of certificate, provisional or permanent
Degree or degrees toward which this program will lead (if appropriate).

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*The proposal should be submitted by the chief executive officer of the institution or his designee, if such designation has been previously filed in this office. Units of the State University of New York are reminded to submit proposals through appropriate staff members of the State University of New York Central Administration.

**It is suggested that a representative of the recognized professional association be the representative of the professional staff. The professional staff representative or representatives may not be appointed by either the school district administration or the institution of higher education.

NARRATIVE EXPLANATION

A. Program Planning

1. Basis: Provide the rationale and objectives of the proposed program. If use was made of guidelines or other materials developed by state and/or national professional associations please describe the source and use.

2. Involvement: Programs to prepare public school personnel shall be based on significant and functional cooperative efforts among school districts, institutions of higher education, and appropriate professional personnel of the school districts. List names and titles of the representatives of the following agencies who participated in planning the program:

   a. Institution of higher education (e.g., Dean, School of Education; Dean, School of Arts and Sciences, etc.)
   b. School district(s) (e.g., superintendent, principal, curriculum coordinator)
   c. Professional personnel of the cooperating school district(s) (president of the local professional association; elected representative; science teacher; elementary teacher, etc.
   d. Other agencies

   Describe the part played by each agency in program planning.

B. Implementation

Describe the functions each agency will perform when the program is in operation.

C. Entrance Requirements

Program accreditation will focus on the desired skills, knowledge, and attitudes which, when demonstrated, lead to recommendation for certification. However, if a preparatory program is unable to provide sufficient time and instruction to develop all of the characteristics necessary or desirable in a candidate completing the program, some of these characteristics may be used as entrance criteria. In such cases, describe the screening techniques and standards which will be used to provide evidence that the knowledge, skills, and attitudes deemed necessary to enter the teacher education program have been attained.

D. Program

A proposal for a certification program must answer the following questions:

1. What are the specific goals of the preparatory program?
2. What evidence shows that these goals have been derived from examination of roles and functions of appropriate on-the-job professional personnel?
3. What evidence will be accepted that candidates completing the program have achieved the stated goals?
4. How will appropriateness and adequacy of goals be examined and goals modified as the program progresses?

The program should be comprehensive and take into account general education and special subject matter knowledge as well as professional preparation. It should address the individual student's background and learning style and provide opportunities for the student to demonstrate requisite knowledge and ability prior to undertaking specific learning activities. Whenever possible, the program should offer a variety of experiences and instructional modes. Achievement assessment should be made only in those areas where instruction or other appropriate learning activities have been provided; conversely, where instruction is provided, assessment is essential. An up-to-date record of a student's progress should be available to him at any point in the program.

In reviewing program proposals, the Agency will require evidence that:

1. Participating agencies (school district, college, appropriate professional staff of the school district, etc.) have shared significantly in program planning and decisions and have accepted the roles and responsibilities jointly identified in planning.
2. Program goals derive from realistic assessment of functions of appropriate professional personnel.
3. Program goals are appropriate and comprehensive.
4. Entrance requirements (if any), techniques of assessing achievement, and standards and conditions of demonstrating achievement are clearly stated and made known to students.
5. Candidates who will be recommended for certification have demonstrat achievement of the program's goals.
6. A program evaluation system has been established and will operate to identify and correct program weaknesses.

April 18, 1973

THE UNIVERSITY OF THE STATE
THE STATE EDUCATION AGENCY
Division of Teacher Education and Certification

THE EDUCATIONAL RIGHTS OF STUDENTS ENROLLED IN TEACHER EDUCATION PROGRAMS

The educational rights cited below should be viewed within the context of a democratic society that guarantees all citizens certain human and civil rights. Moreover, they should be considered as congruent with those rights held by faculty and institutions and consistent with the principle of public disclosure.

The educational rights of students rest on the following assumptions:

1) that achievement evaluation is only justifiable in areas where instruction has been provided;

2) that, when instruction is provided, evaluation is essential;

3) that an instructional system, if it is to be responsible, must concern itself with the explicit basis for instruction, provide feedback, and publicly disclose the requirements to be met; and,

4) that evaluation should be consistent with instruction and be congruent with the explicit diagnosis of students as indicated by their profiles as learners.

Therefore, in a teacher education program, the student has the right to expect the following:

1) an instructional program that will help him acquire a level of competency which enables him to assume instructional responsibilities in a classroom;

2) that the instructional program is a direct outgrowth of identified competencies;

3) that the competencies he is to attain are explicately and publicly stated;

4) that continuous feedback about his progress will be provided;

5) that there will be sufficient opportunity to make progress while involved in the program;

6) that the assessment procedure will have publicly stated conditions of performance and designated levels of mastery;

7) that the assessment procedure will include a pre-assessment which will allow him to demonstrate his level of performance prior to his involvement (enrollment) in any component of the instructional program;

8) that a record of performance will be continuously available to him in a profile form; and,

9) that the standards of achievement to receive recommendations for certification are established based on the preceding criteria.

THE UNIVERSITY OF THE STATE
The State Education Agency
Division of Teacher Education and Certification

July 1, 1974

TEACHER EDUCATION PROGRAM PROPOSALS

The material which follows is divided into four sections:

Background..1
Legal Basis for Program Approval................3
Format for Submission of Teacher Education
  Program Proposals...............................5
Department Review of Proposals..................8

BACKGROUND

The Teacher Education and Certification Section of the 1972 Regents Plan for the Development of Post Secondary Education identifies a specific goal and several underlying convictions, regarding the future of the certification of professional personnel. These statements have implications for preparatory programs leading to State certification.

The Regents' goal and the relevant underlying convictions are as follows:

Goal:

> To establish a system of certification by which the State can assure the public that professional personnel in the schools possess and maintain demonstrated competence to enable children to learn.

Underlying convictions:

> The basis for certification should be teacher competence rather than total reliance on college courses. Possession of a State certificate should represent an acceptable level of competence in general background knowledge, subject matter knowledge, and teaching skill.

> The preparation of teachers should involve a number of pertinent agencies and individuals including: schools, higher institutions, professional staffs, and relevant agencies. The ideal professional training would integrate theoretical understanding and clinical experience in a system of mutual correction and reinforcement.

This State defines a competence-based program of preparation as one which provides acceptable evidence that, through the collaborative efforts of representatives of colleges and universities, school districts, and professional staff of school districts, there exists:

1. An analysis and statement of the roles, responsibilities, and functions of the professional positions for which persons are being prepared.
2. A readily available statement of the skills, knowledge, and attitudes expected of program graduates, stated as explicitly and objectively as possible.
3. A statement of what constitutes acceptable evidence of the attainment of the expected skills, knowledge, and attitudes as well as the standards and conditions by which the evidence is gathered.
4. An instructional program which is congruent with the expected outcomes.
5. A means by which the program is monitored, evaluated, and modified in light of the evaluation.

A competence-based system permits the widest variety of program design since it does not prescribe any set of courses or learning activities.

In the view of the State Education Agency . competence-based teacher education is a means of preparing school personnel which requires preparatory programs to state the explicit objectives and criteria that are to be met by students before they are recommended for certification. Competence-based teacher education further assumes that teachers-in-training will engage in a flexible instructional program designed to allow individuals to develop and acquire the skills, knowledge, and attitudes necessary to meet the designated exit criteria. The term implies that assessment procedures are related to instruction and that the procedures incorporate conditions of performance and designated

LEGAL BASIS FOR PROGRAM APPROVAL

Section 80.2 (k) of the Regulations of the Commissioner, reprinted below, serves as the governing regulation for the approval and registration of programs.

Certification by completion of an approved program of preparation

> A teaching certificate may be issued to a candidate who has completed preparation at an institution or institutions having a program for the preparation of teachers or other school personnel registered and/or approved by the State Education Agency providing the candidate is recommended for that certificate by the institution or institutions where the program was completed. Programs for which registration is sought will be evaluated according to standards and procedures determined by the commissioner.

The State Education Agency approves, through a process called registration, collegiate programs for preparation and certification of personnel for public school service, and persons recommended by registered colleges are subsequently issued a State certificate. Program approval takes place in three stages: preliminary, conditional, and continuing registration. A college seeking to establish a new or significantly revised preparatory program must submit a complete proposal. A satisfactory proposal is given preliminary registration during which persons completing the program may be recommended for certification. During the period of preliminary registration a site visit will be conducted to ascertain the program's eligibility for conditional registration The final stage, continuing registration, is granted for five years Proposals submitted for preliminary registration after September 1, 1973, must provide the information requested in the directions which follow.

The proposal format, in accordance with the Regents' Plan, calls for the significant functional involvement of higher educatio institutions, school districts, and the professional staff of school districts.

The Regents' Plan notes that "the ideal professional training would integrate theoretical understanding and clinical experience in a system of mutual correction and reinforcement." The Plan calls for significant, functional involvement of pertinent agencies. The Department's intent is to reassure the public that theory, academic content, and professional practice are interwoven to ensure both breadth and realism.

Section III of the proposal format states that a description of the agreement between the parties at interest will be used by the Department to identify the necessary involvement. The information which is required does not prescribe how collaboration is to be achieved or verified; the information will indicate what collaboration means in the program being submitted.

By Regulation as well as by tradition, the Agency considers the institution of higher education as the primary vehicle for the preparation of professional staff. Nothing in the conditions stated above is intended to suggest that the collaboration required in the preparation of staff members must be an activity shared equally by the parties at interest although such an arrangement could be one model.

The preparatory program should be comprehensive and should take into account professional preparation as well as special subject matter knowledge. In considering these components of a preparatory program, cognizance should be taken of the published goals for elementary, secondary, and continuing education in the public schools of the State. A copy of the goals' statement and the Department's reference to them for preparatory programs is included as Attachment 1.

It is desirable for preparatory programs to adapt to the student's background and learning style and to provide opportunities for the student to demonstrate requisite knowledge and ability prior to undertaking specific learning activities. Whenever possible, the program should offer a variety of experiences and instructional modes. Achievement assessment should be made only in those areas where instruction or other appropriate learning activities have been provided; conversely, where instruction is provided, assessment is essential. An up-to-date record of a student's progress should be available to him at any point in the program.

FORMAT FOR SUBMISSION OF TEACHER EDUCATION PROGRAM PROPOSALS

Five copies of the proposal should be submitted by the chief executive officer of an institution of higher education* according to the following:

1. If the proposed program is a revision of a currently approved or registered program the proposals should be sent to the Chief, Bureau of Teacher Education,

2. If the proposed program is a program not currently approved at the submitting institution, the proposals should be sent to the Deputy Commissioner for Higher and Professional Education,

Submit separate proposals for separate programs (e.g., secondary school academic subject or subjects, elementar N-6, special subject or subjects, etc.).

Section I - Cover Sheet

A cover sheet should show the following:

Date proposal submitted
Name(s) of college(s) or university(s)
Name(s) of participating public school district(s)
Title of New York State certificate or certificates
  to be awarded upon completion of this program
  (see Attachment 2, list of authorized certificates)
Level of certificate, provisional or permanent
Degree(s) toward which this program will lead (if approp
Anticipated date of program implementation
Anticipated date of program completion by initial entrant

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*The proposal should be submitted by the chief executive officer of the institution or his designee, if such designation has been previously filed in the Division of Teacher Education and Certification. Units of the State University ~~of New York~~ are reminde to submit proposals through the central administration of the State University ~~of New York~~.

Section II - Program

Listed below are the elements which are to be addressed by the proposal. For some items, comments are provided for purposes of clarification and/or emphasis.

A. An analysis and statement of the position for which persons are being prepared by the program here described. Differences between provisional and permanent certificate programs should be reflected in the statement.

Comment: The conceptualization provided by the analysis and statement should be viewed as the key factor in program design and should serve as the foundation for the entire program.

B. Requirements, if any, for entrance into the Teacher Education Program.
Describe the screening techniques and standards which will be used to provide evidence that the knowledge, skills, and attitudes deemed necessary to enter the teacher education program have been attained.

C.* Expected skills, knowledge, and attitudes.
Cite the skills, knowledge, and attitudes required of program participants in order for them to be recommended for certification.

D.* Assessment
Provide the following information cross referenced to the skills, knowledge, and attitudes:

1. Assessment procedures
2. Conditions under which assessment is conducted
3. Criteria for success

E. Student Guidance
Describe the system which will be established to collect information regarding student progress, the means by which faculty and students will be apprised of student progress in the program and the procedures to be used in providing guidance and advisement to students.

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*It is not necessary that the instructional program or its components be submitted to meet the requirements of C and D.

DOCUMENT #1

LETTERHEAD

October 25, 1974

TO: Deans of State University

FROM: Dean
Faculty of Professional Studies

SUBJECT: Working Paper on Relationships Between College, Local Bargaining Unit and School Districts on CBTE

You will remember that at our meeting on the morning of October 24, the Deans Board agreed that the working paper on CBTE relations was appropria for forwarding to the President for next steps including a check with University Counsel, discussions with school district officials and consideration for approval. At a meeting held during the afternoon and evening of the same day with college faculty and administrators, public school teachers and administrators, I categorically withdrew college support for that working paper. During a telephone call with the Vice President on Thursday evening, the appropriateness of that withdrawal was confirmed by him.

Present at the Thursday meeting were representatives of the college Faculty Union chapter. Addressing public school association representatives, the Faculty Union representatives asked whether through the use of the term "local bargaining unit" in the working paper it was intended that Faculty Union be included. The question having been raised, public school association representatives, Faculty Union representatives and college faculty caucussed from approximately 4:55 to 6:45 at the end of which time the general meeting reconvened. The results of the caucus were that under the new definition both college faculty and public school personnel were members of the same bargaining unit, the referent for the term "local bargaining unit" was to be both public school personnel and college faculty.

An attempt was made to elicit continuing college support of the working paper with the understanding that the only change be an understanding that college faculty as represented by Faculty Union were to be considere as part of the "local bargaining unit" as far as the document was concerned.

I requested clarification in writing and have in my possession a paper signed by Mr. Z - who speaks for the representatives of the public school teachers' bargaining unit and by Professor L - representing Faculty Union. The statement reads as follows:

> "With reference to this consortia document, it is understood that the Faculty Union is included within the definition of "local bargainin agent."

Signed: UNION
REPRESENTATIVES

At this point I stated that speaking for the college I was withdrawing college support for the working document stating further that I believed that it was inappropriate for the college to support a document which appeared to affect working conditions and terms of employment between the State University and Faculty Union. It was further indicated that a logical extension of the statement above could be that in the same working paper the use of the word "college" might have to exclude college faculty (since under the change they were represented within the term"local bargaining unit" and that the referent for the word college might have to become management.

It was stated further that it was my hope that upon receiving clarification by legal counsel much of the contents of the working paper could be retained and that the spirit of cooperative enterprise would continue to obtain in the newly prepared working paper.

I indicated further that notification of my action to withdraw college support would be communicated to college administration and that this communication would be shared with representatives of the local bargaining unit. It was further indicated that for the time being discussions with local school districts would not go forward without notification of our intent to the local bargaining unit and that a representative of the local bargaining unit as newly defined could, with the consent of college administration, be present during such discussions.

DOCUMENT #2

LETTERHEAD

January 30, 1975

President
State University
Campus

Dear PRESIDENT:

The State University Faculty Senate, at its meeting January 24, 1975, approved a resolution denouncing Competency Based Teacher Evaluation as a violation of academic freedom, inasmuch as CBTE is mandated by the State Department of Education. Attached please find a copy of the approved resolution.

We are requesting your support of the resolution and hope that you will take whatever steps necessary to affect a reconsideraiton by the State Department of Education of the CBTE mandate. The College Senate views with great concern the Imposition of this requirement on Institutions throughout the State. We would appreciate your support and assistance in this matter.

Sincerely yours,

College Senate
State University

Enclosure

STATE UNIVERSITY

FACULTY SENATE

RESOLUTION:

Whereas it is the policy of the State University System to maintain and encourage, within the law, full freedom of inquiry, teaching and research, and

Whereas the CBTE requirement is an academic mandate imposed by the State Education Agency requiring specific means of evaluation and training for teaching competence, and

Whereas such a mandate denies to individual instructors and programs the right to use a variety of techniques for developing and evaluating teaching competence, in that the exercise of that right puts the certification and support of programs in jeopardy, and

Whereas the right of choice is thereby denied, and thus academic freedom violated, by the CBTE mandate, therefore

Be it resolved that this State University denounce the CBTE mandate as a violation of Academic Freedom, and

Be it further resolved that the College take whatever steps are necessary to alter this mandate in such a way as to give to institutions, departments, and instructors the option to institute CBTE programs or not, without prejudice of any kind to those that do not choose to establish such programs, and

Be it further resolved that the College support the efforts of the bargaining agent to protect the contractual rights of the professional staff in this matter, and

Be it further resolved that the Chairman of the College Senate be directed to call upon the University Senate to take similar action.

DOCUMENT #3

LETTERHEAD

February 14, 1975

President
CAMPUS

Dear President:

Attached is a copy of the resolution on CBTE which was unanimously adopted by the Faculty of Humanities and Social Sciences at its meeting on February 7, 1975. The resolution reflects the deep concern of our Faculty about the number of implications involving CBTE, and we hope that you will do your best to solve this particular problem.

Sincerely yours,

Chairman
Faculty of Humanities and
Social Sciences

Attachment

RESOLUTION ON CBTE

WHEREAS the State Education Agency, in its October 1, 1968 publication entitled "Rationale for Modifications on Certification Requirements" spoke approvingly of an "assessment or appraisal of teaching performance in behavioral terms" (p.2) and thus signaled its intention to tie future teacher preparation programs to one favored (behavioral) conception of the nature of education and the nature of learning; and

WHEREAS the State Education Agency, in its March 1971 publication "A New Sytle of Certification," provided guidelines for trial projects in the preparation of teachers which excluded alternative modes of teacher preparation; and

WHEREAS the Board of Regents, in Unit 2 of its Master Plan of 1972, affirmed previous behavioral commitments by the State Education Agency by emphasizing that "thorough reform" of teacher education centered" (p.61) and thus again excluded alternate modes of teacher preparation and

WHEREAS, in September and October of 1973 the Chief of the Bureau of Teacher Education, delivered an address at several regional meetings (with printed text supplied) in which he said that teacher education programs must begin "to shift their focus" in order to conform to the new CBTE model (p.3); and

WHEREAS, on December 4, 1973 the SU System Provost for Undergraduate Education, distriubted State Education Agency documents specifying deadlines for registering CBTE programs and providing a format for CBTE programs; and

WHEREAS, on May 30, 1974, the Associate Commissioner for Academic Development, wrote a memorandum on the subject "Movement Toward Competency Based Teacher Education in this state" and sent this memorandum to all college/university presidents, academic deans, education deans, superintendents, supervising principals (and others) in order to apprise them of deadlines for the submission of CBTE programs and of the phasing out of other routes to certification; and

WHEREAS, on August 12, 1974 the SU System Vice Chairman for Academic Programs, sent a memorandum to presidents of SU campuses offering teacher education programs in which he specifically stated... regulations of the Commissioner of Education...require that all programs leading to certification...be revised in a field-centered, competency-based mode...; therefore

BE IT RESOLVED that the Faculty of Humanities and Social Sciences at our State University conclude that the establishement by the State of any single mode, model, or format for teacher education is an unwarrantable intrusion of the power of the State resulting in a violation of academic freedom and hence an infringement upon freedom of thought and freedom of speech lacking which the intellectual integrity of institutions of higher education must be fatally compromised; and

BE IT FURTHER RESOLVED that the Faculty of Humanities and Social Sciences call upon its Dean, upon the President of the College, upon the President of United University Professions at SU, and upon the President of Statewide United University Professions to initiate immediately action leading to an injunctive remedy.

DOCUMENT #4

LETTERHEAD

January 10, 1975

TO: Associate Provost for Undergraduate Education

FROM: Faculty of Professional Studies

SUBJECT: STATUS REPORT ON CBTE PROGRAM DEVELOPMENT

Elementary Education, Early Secondary

Comment on Item 1:

Names of school district participants in the Education Division Steering Committee for Elementary and Early Secondary are attached.

Their participation was on the whole adequate, however, procedural problems prevented programs from being brought to the point where they could sign a statement of endorsement.

Comment on Item 2:

Names and districts of teacher representatives to the Education Division Steering Committee for Elementary and Early Secondary are attached.

Their participation was varied. Participation in actual program development was halted by action of a designated team of teacher union representatives who presented a position paper (5/20/74) describing "working conditions" for participation in CBTE. (See Annex I,attached)

Actual Steering Committee activity was virtually halted until 10/24/74 when there was preliminary acceptance by the Dean and the "negotiating team" of a modification of the 5/20 document. This modification appears as Annex II, attached.

Steps which would have followed were:

a. A check of the 10/24 statement by University Counsel
b. Preliminary acceptance by the college president of the 10/24 position as governing the college relationships with teachers in CBTE
c. Presentation of the 10/24 statement to school district representatives and superintendents
d. Further bi-lateral and tri-lateral discussions between and among college, teachers unions and districts
e. Final acceptance by three agencies of a governing protocol.

Local Governance

3.1 Education Division CBTE Steering Committee
3.2 Education Division faculty
3.3 Dean, Faculty of Professional Studies
3.4 College Senate Curriculum Committee
3.5 College Senate

3.6 Vice President for Academic Affairs
3.7 President

Comment on Item3:

Impasse was primarily a result of strong University Faculty Union and School Teachers Union concern in the college community and the community at large, involving two counties and as many as 40 highly organized school district teacher unions. Program approval by local governance will not proceed prior to clarification of Faculty Union status. (See comment on Item 4 below;

Comment on Item 4:

Program development would have followed agreement on the 10/24 statement, but local Faculty Union representatives and all School Teachers Union representatives stated on 10/29/74 that the college should understand that in the 10/24 statement, the college should perceive the term "local bargaining unit' to include both public school teachers and college faculty. The 10/24 statement was designed in fact to cover relationships between the college and public school teachers, and the SU administration position has been, and remains, that conditions of employment of college faculty are:

a. the subject of discussion during negotiations between State University System and the Faculty Union toward the development of the contract between them,

b. carried out through assignments by department chairmen and other local administrators through the collegiate model,

c. continuously considered, as local governance is carried out by faculty participation in the College Senate, a policy recommending body, and

d. a concern of the college president through his adherence to Policy of the Trustees of the State University.

Local Faculty Union position has been that it might withdraw from its demand to be included within the 10/24 statement as part of the "local bargaining agent" if it is named as a fourth component of the consortium, the other three being the college, public school teachers associations, and district representatives. The college administration has not agreed to this position for reasons stated above.

Comment on Item 5:

5.1 State Education Agency format guidelines suggest that colleges work through teacher associations in securing teacher representation on program development. Union spokesmen report that unless the college works through them in this selection, student teaching activities will be closed off in programs to be submitted 2/1/76 and beyond.

Teachers union representatives also indicated that programs might in effect be held hostage, i.e., teacher participation in implementation be withheld until union concerns about CBTE at the graduate (permanent certification) level had been ameliorated, i.e., union representatives indicated that the assessment of competence of practicing teachers on the job is the province of unions in their contractual relationships with their districts (whereas the assessment of undergraduates was more clearly the province of the college inasmuch as undergraduates had yet to be imployed, e.g., covered by a contract.)

Union representatives added that when the college first entered the classroom of an employed teacher to evaluate him/her for permanent certification under a CBTE program, the union would move to file an injunction against the district and the college because such assessment of an employed teacher by the college would be an attempt to change working conditions and a violation of their contract.

A college representative then suggested that such evaluation might be carried out cooperatively by a teacher designated by the union and a college representative, but the union response was that it would not participate in the evaluation of its own member because the union had not been given the responsibility for employing the teacher in the first place.

5.2 The 10/24 statement was agreed to by teachers union representatives with the understanding that unless remuneration described therein were made available, program implementation would be halted in the schools.

5.3 The County Council of Presidents (of teacher unions) convened to appoint a panel of seven representatives who effectively halted the development of programs until "working conditions" (as per the 10/24 statement) were agreed to by the college. In addition, they will not allow program development to proceed until the UUP issue is resolved.

5.4 Union representatives are willing to meet to discuss "working conditions" and to plan programs when "working conditions" have been agreed to, but will not permit implementation unless remuneration is forthcoming.

5.5 . School districts are aware of the concern of their local bargaining units' apprehension over CBTE, and have disallowed CBTE related activities to be carried out by colleges until their local units are satisfied that the arrangements for college CBTE activities are agreed to by the local units.

a. A superintendent in whose district the college had taught a graduate course for coooperating teachers, refused to allow the course to be taught when he saw that the revised course outline included descriptions of how the cooperating teacher would function in a CBTE program.

b. A school principal, one of whose teachers was asked to be a new cooperating teacher, balked at use by that teacher of an evaluation form which was headed "Compentencies."

The college anticipates major problems in getting districts to agree to their proposed involvement in CBTE as described in the 10/24 statement.

5.6 Teachers union representatives indicated that the 10/24 statement was intended for use by them in relating to all SU programs and in developing protocols with all institutions of teacher education in the region. It is clear that discussions were intended by teachers union representatives to establish a pattern for the entire region including two counties and at least six institutions of higher education.

Comment on Item 6:

A. We have carried forward the development of CBTE programs due 2/1/75 as far as possible and Central Office policy is needed with respect to:

1. the role of the college in developing working relationships with teachers in public schools, e.g., what stance will University Counsel take with respect to the development of a protocol such as is exhibited in Annex II, 10/24/74, attached?

2. the role of Faculty Union in developing CBTE programs, specifically, teachers unions will not participate in further program development until Faculty Union signals its satisfaction with a college stance on Faculty Union's involvement. The college stance has been to avoid Faculty Union involvement in CBTE qua Faculty Union. Yet Faculty Union sees in CBTE possible infringement upon understood working conditions and academi freedom. We are therefore at an impasse until there is Central Office clarification of Faculty Union's role.

Comment on Item 7:

We request that SU System Central Office take the following steps:

1. Request that State Education Agency exempt our SU programs in Elementary Education and Early Secondary Education from the September 1, 1975 deadline, and that new students be allowed to enroll in standard programs, this exemption to be in effect for one year with the understanding that every appropriate effort will be made by the college to resolve the impasse by February 1, 1976 or earlier.

2. Designate our SU programs in Elementary and Early Secondary Education for intensive study by Central Office through the application of Central Office resources to study the bases of impasse as well as problems attending implementation of proposed programs.

DOCUMENT #3

LETTERHEAD

February 13, 1975

Regent ---

Dear Regent --:

Thank you for the opportunity to talk with you last night in regard to Competency Based Teacher Education. The requirement of the State Education Department that re-registration of collegiate programs for the preparation of teachers be accomplished under CBTE regulations, with no alternate approach, has raised a number of very serious questions. Indeed many persons, myself included, feel that this single track approach is most unfortunate.

In keeping with your willingness to consider opinions on this important subject I am attaching a copy of a resolution which was unanimously approved by our College Senate on January 24, 1975.

The second enclosure, in case you have not seen it already, was passed unanimously by the X - Y - Z Consortium in Higher Education on January 23, 1975. It also opposes the CBTE approach when such an arrangement is the only way in which teacher education programs on college campuses can be approved by the State Education Agency. Quite possibly the President of the Consortium, may have already sent you a copy.

In public hearings held on our campus by the staff of the State Education Agency approximately two years ago there was opportunity for college staff members as well as teachers from the schools to indicate their advice on CBTE. At that time many of us had hoped that those representing the Agency would understand the nature of the unhappiness and lack of support for CBTE felt by those of us "in the field."

Anything you can do to encourage alternate approaches to approval of teacher education programs on college campuses would be most appreciated. Should you or your colleagues on the Board of Regents require additional information from those of us in our part of the State do not hesitate to let us hear from you.

Sincerely yours,

President

Encs.

P.S. Since dictating the above I have now received what is now the third enclosure. This is a copy of the resolution passed by the Faculty of Humanities and Social Sciences on our campus. You will note that there is deep concern especially in the next to last paragraph"... sincle mode..." Wouldn't it be possible for the Regents to conclude that there are at least two possible modes?

cc: all concerned

DOCUMENT #6

February 24, 1975

DRAFT MEMORANDUM TO: SU CENTRAL

FROM: SU

THROUGH:

DRAFTED BY: DEAN OF PROFESSIONAL STUDIES

Dear ---:

Your special assistance is needed now in moving the State Education Agency toward the exemption of our University from the September 1975 implementation date for CBTE programs in Elementary Education and Special Education. This should be possible under the terms of the agreements reached on December 9 at the joint meeting of SU System Office and State Education Agency personnel. We understand that your office has asked to meet with State Education Agency to discuss the special problems which apply at our University and at our neighboring college and that State Education Agency has agreed to these discussions, but the decision on the part of State Education Agency to exempt or not exempt cannot wait until those discussions have been concluded. The problems which need to be discussed at the System Office level have prevented program development at the campus level for many months and if the problems were resolved tomorrow, there would be insufficient time for programs to be developed in time for implementation by September.

We are now in the process of selecting students from among a large number of qualified applicants from two-year colleges, for admission to elementary and special education programs in September '75. We are prepared to accept them into our conventional programs, and we have been assured by teachers union spokesmen that there will be no withdrawal of services of public school teachers in conducting student teaching and other practica if student's programs are of the conventional mode. Obviously, we will do a disservice to students if we admit them for September but have no exemption from the CBTE mandate. Students current enrolled will be able to complete their programs under the terms of the SEA guidelines.

We will continue to work in all appropriate ways with you and SEA in an attempt to resolve the CBTE issues which face us, but exemption from September 1 implementation cannot await what we believe may well be a lengthy process. We have the prospective students, the faculty, the programs and the willingness of public schools to accept our students. We need the signal from SEA to enable us to admit students now while we work toward problem resolution. Your assistance in this matter at the earliest date is earnestly solicited.

DOCUMENT # 7

CBTE
MEMO
TO
ALL
TEACHERS

1 February, 1975 is the deadline for proposal submission facing New York State colleges who wish to continue to train elementary school teachers. All programs, both undergraduate and graduate, must be re-certified after proving they are based on a list of skills (competencies) which an individual can demonstrate that he or she has mastered. Other programs face deadlines of one or more years in the future.

An integral part of the CBTE mandate is that teachers be represented as equal partners in the development of the proposal. The other necessary partners are the college and local school districts. It is our position that teacher representatives must be chosen by teachers through their local organizations. It is a distortion of the mandate to have anyone else appoint the individuals who will speak for teachers. It is easy to understand that the criteria used by other groups in selecting representatives might be different than those the union would use.

Teachers have reported being approached to serve on the various consortia as the teacher representatives. Programs which are developed with teacher representatives chosen in this manner will not conform to the State Education Agency regulations. If you are asked to help develop a compentency-based program, please contact the Union Office.

DOCUMENT #8

WESTERN UNION MAILOGRAM

DEAN -- STATE UNIVERSITY --

FOLLOWING A MEETING OF THE TEACHER ORGANIZATION REPRESENTATIVES ON SU CBTE STEERING COMMITTEE I HAVE BEEN ASKED TO INFORM YOU THAT LACK OF RELEASED TIME PRECLUDES OUR PARTICIPATION IN STEERING COMMITTEE PROGRAM PLANNING MEETING TO BE HELD DURING OUR CONTRACTUAL DAY OF MONDAY SEPTEMBER 30. UNLESS THE COLLEGE CAN ARRANGE WITH THE DISTRICTS FOR AN "ADEQUATE RELEASE TIME" TO ATTEND MEETINGS HELD DURING THE SCHOOL DAY WE WILL BE UNABLE TO ATTEND THEM. WE OF COURSE CANNOT BE SIGNATORY TO ANY TEACHER TRAINING PROGRAM IN WHICH WE HAVE NOT FULLY PARTICIPATED.

UNION REPRESENTATIVE

DOCUMENT #9

WESTERN UNION MAILGRAM

STATE UNIVERSITY ---

(COPY OF TELEGRAM SENT TO PRESIDENT SU NOT HAVING HEARD FROM SU SINCE THE STEERING COMMITTEE MEETING OF OCTOBER 24 THE LOCAL TEACHER ORGANIZATIONS REPRESENTATIVES HAVE ASKED ME TO COMMUNICATE OUR CONCERN AT THIS LACK OF RESPONSE TOWARDS EFFORTS AT COOPERATIVE DEVELOPMENT AND IMPLEMENTATION OF TEACHER EDUCATION PROGRAMS. WE WOULD HOPE THAT MUTUAL AGREEMENT, QUICKLY AND OPENLY ARRIVED AT, WOULD ALLOW US AS EDUCATORS TO UTILIZE THIS OPPORTUNITY TO COOPERATIVELY IMPROVE THE PROFESSION.
SINCERELY UNION REPRESENTATIVE

DOCUMENT #10

STATE TEACHERS UNION LETTERHEAD

(circa)
Jan./February
1975

COMPETENCY-BASED TEACHER EDUCATION

The following statements in bold face are Union policy on CBTE. All other comments are background and explanatory information from existing consorcia agreements. These explanatory comments are merely suggestive in nature and they may not be adaptable in all situations.

1. TEACHER REPRESENTATIVES MUST BE FROM THE LOCAL TEACHER BARGAINING AG

   - Policy boards or steering committees should be composed of an equal number of professional staff persons selected by the local bargaining agent, school district administrators and college representatives.
   - Implementation of this program can in no way violate the terms and conditions of employment of college faculty, classroom teachers, paraprofessionals or school district administrators as they exist in collective bargaining agreements.

2. THE LOCAL BARGAINING UNIT MUST HAVE SIGN-OFF (VETO) RIGHTS ON PROGRA

   - Specific procedures should be established, in wiriting, for all policy decisions.
   - Each agency carries one vote with all policy decisions requiring a unanimous vote.
   - Several consortia have agreed to a system where policy is determined by a majority vote.
   - Particular care should be given to the determination of policy involving the field experience.

3. ADEQUATE FUNDING BE PROVIDED FOR ALL COMPENTENCY BASED PROGRAMS

   - Matters regarding program funding should be considered on an individual local basis. The primary concern should be whether significant and functional involvement by the local is possible given the existing financial circumstances.
   - One local has incorporated the following statement in their agreement with a college: "Participation in teacher education consortia programs is contingent on adequate financing for consortia operation and activities including but not limited to, program development, implementation, evaluation and revision.

4. A WRITTEN AGREEMENT THAT NO TRAINEES (STUDENT TEACHERS OR OTHERS) SHOULD REPLACE SCHOOL DISTRICT TEACHERS OR POSITIONS WHILE THEY ARE STUDENT TEACHERS

    - College students or student teachers should not be used as substitute teachers by the school district - for any reason whatsoever.

    - College students or student teachers should not replace paraprofessional personnel.

5. PARTICIPATING TEACHERS SHOULD BE GUARANTEED THAT THEY WILL RECEIVE ADEQUATE RELEASED TIME AND THAT SUBSTITUTES WILL BE HIRED BY THE DISTRICT TO REPLACE THEM

6. PARTICIPATING TEACHERS SHOULD RECEIVE ADEQUATE REMUNERATION FOR TIME EXPENDED ON PROJECTS OUTSIDE OF THE NORMAL CONTRACTUAL WORKDAY

    - Release time should be provided for all members of the policy board for all meetings.

    - The school district should provide reimbursement for all expenses incurred by teachers during program development and implementation.

    - The school district should provide inservice credit in accord with collective bargaining agreements.

    - Higher Education Institutions should provide tuition waivers for cooperating teachers where possible.

    - Higher Education Institutions should provide free graduate courses for cooperating teachers where possible.

    - Higher Education Institutions should provide jointly planned inservice training workshops where desired.

    - Higher Education Institutions should provide access to a professional library for local school districts.

    - Higher Education Institutions should provide the training and technical assistance required by cooperating teachers.

    - One group of locals has obtained the following agreement with their college:

        - For service outside the contractual day a participating teacher shall receive adequate remuneration for time expended on CBTE activities. A teacher participating in programs of teacher education shall be remunerated at an hourly rate NO LESS THAN the highest rate paid by a participating school district for extra-curricular activities during the then current school year.

- For service during the contractual day, a teacher may choose remuneration by tuition waivers or a dollar amount equal to the tuition waivers paid from the consortium budget.

7. THE SCHOOL DISTRICT AND HIGHER EDUCATION INSTITUTION SHOULD CONDUCT WORKSHOPS TO INFORM NON-PARTICIPATING TEACHERS ABOUT THE PROGRESS IN THE PROGRAM.

8. THE BASIC RIGHTS OF STUDENTS AND TEACHER TRAINEES SHOULD BE GUARANTE SO THAT NEITHER IS DENIED ADEQUATE EDUCATION EXPERIENCES BECAUSE OF EXPERIMENTATION.

9. LOCAL ORGANIZATIONS SHOULD ONLY PARTICIPATE IN PROGRAMS WHEN THEY ARE CONFIDENT THAT THE SCHOOL DISTRICT AND HIGHER EDUCATION INSTITUTIONS CAN AND WILL PROVIDE THE NECESSARY FINANCIAL SUPPORT FOR THE PROJECT.

10. TEACHER REPRESENTATIVES ON THE VARIOUS CONSORTIA BOARDS SHOULD CONTINUALLY REPORT PROGRESS OF THE PROJECT TO THE LOCAL ORGANIZATION

    - Many locals have appointed an officer or their chief negotiator to the policy boards.

11. TEACHER REPRESENTATIVES SHOULD NOT BE COERCED OR INTIMIDATED INTO ACCEPTING PROCEDURES OR PEDAGOGICAL PRACTICES THAT THEY FEEL ARE UNSOUND. IT SHOULD BE REMEMBERED THAT IN THE FUTURE ALL TEACHERS COULD BE EVALUATED AND CERTIFIED ACCORDING TO THE CRITERIA ESTABLISH IN THESE PROJECTS.

12. THE LOCAL ORGANIZATION SHOULD AVOID ADOPTING EVALUATION PROCEDURES AND CRITERIA FOR REGULAR TEACHER STAFF UNTIL THE CRITERIA HAVE BEEN TESTED AND VALIDATED.

    - If your local collective bargaining contract contains provisions regarding teacher evaluation, they should be carefully examined to insure that they safeguard against the imposition of any CBTE criteria on inservice teachers. If your contract does not contain evaluation procedures, you should consider negotiating them as soon as possible.

    - Evaluation for permanent certification by a college must remain separate and distinct from evaluation for tenure conducted by the school district.

13. THE PURPOSE OF ANY TEACHER EDUCATION PROGRAM MUST BE TO DEVELOP WELL EDUCATED INDIVIDUALS COMPETENT IN THE SKILLS OF TEACHING. TO THAT END, CERTAIN CRITERIA ARE IMPERATIVE FOR THE DEVELOPMENT OF SUCCESSFUL TEACHER EDUCATION PROGRAMS.

14. A COMPREHENSIVE LIBERAL ARTS SEQUENCE, AS WELL AS APPROPRIATE PROFESSIONAL PREPARATION, MUST FORM THE BASIS FOR THE EDUCATION OF ALL PRE-SERVICE TEACHERS IN A COMPETENCY BASED TEACHER EDUCATION PROGRAM. COMPLETION OF A FULL BACCALAUREATE PROGRAM MUST CONTINUE TO BE REQUIRED.

COMPETENCY BASED TEACHER EDUCATION PROGRAMS MUST BE BROAD ENOUGH AND RIGOROUS ENOUGH TO PROVIDE PRE-SERVICE TEACHERS WITH SKILLS, KNOWLEDGE AND ATTITUDES ADAPTABLE TO TEACHING IN ANY LOCALITY WHILE ALSO PROVIDING OPPORTUNITY FOR THE PURSUIT OF APPROPRIATE AREAS OF SPECIALIZATION.

RECOGNIZING THE POSITIVE ASPECTS OF INSURING THAT PROVISIONALLY CERTIFIED TEACHERS ARE CAPABLE OF DEMONSTRATING SPECIFIC SKILLS AND METHODOLOGIES, THE WELL EDUCATED BEGINNING TEACHER MUST STILL BE PREPARED VIA COURSE INSTRUCTION WHICH NECESSITATES A KNOWLEDGE BASE MEASURED IN REQUIRED CREDIT HOURS. SUCCESSFUL COMPLETION OF PROFICIENCY EXAMINATIONS MAY BE USED ONLY TO JUSTIFY PLACEMENT IN ADVANCED OR SPECIALIZED COURSES.

THE RIGHT OF THE COOPERATING, IN-SERVICE TEACHER TO BOTH TECHNICAL AND PHILOSOPHICAL FREEDOM WITHIN THEIR OWN CLASSROOM MUST BE RESPECTED. TO INSURE THE MOST EFFECTIVE FIELD EXPERIENCE, THE CHOICE OF COOPERATING TEACHERS MUST BE LIMITED TO THOSE CERTIFIED INDIVIDUALS WHO VOLUNTEER FOR THAT SPECIAL SERVICE. COOPERATING TEACHER SELECTION PROCEDURES SHOULD BE MUTUALLY AGREED UPON BY THE SCHOOL DISTRICT ADMINISTRATION, COLLEGE, AND LOCAL BARGAINING AGENT.

- In addition to incorporating a policy regarding the voluntary nature of cooperating teacher service in the CBTE program, it is also important to incorporate such a provision in the collective bargaining contract with the school district.

IN ORDER TO MAINTAIN THE NON-THREATENING, PROFESSIONAL, HELPING RAPPORT BETWEEN STUDENT TEACHER AND COOPERATING TEACHER MOST CONDUCIVE TO A PRODUCTIVE FIELD TRAINING EXPERIENCE, THE RESPONSIBILITY FOR THE SUMMATIVE EVALUATION OF THE PRE-SERVICE STUDENT TEACHER MUST REMAIN WITH COLLEGE OR UNIVERSITY PERSONNEL. THE EVALUATION CONTENT AND PROCEDURE MUST BE PUBLIC AND EXPLICIT. A GRIEVANCE PROCEDURE SHOULD BE ESTABLISHED TO INSURE DUE PROCESS FOR EVERY PRE-SERVICE STUDENT TEACHER AT THE COLLEGE LEVEL.

IN ORDER TO INSURE THE PROTECTION OF EACH PRE-SERVICE STUDENT TEACHER, THE REGENTS BILL OF RIGHTS FOR STUDENTS SHOULD BE INCORPORATED INTO EACH PROGRAM.

Several Further Comments and Suggestions:

- The responsibilities and functions of the Policy Board should be stated in writing.

- Membership on sub-committees and task forces of the policy board should be determined by each individual agency.

- There should be a statement regarding an acceptable quorum for conducting consortium meetings.

- The presiding officer of the consortium should be elected by the consortium -- some consortia have a rotating procedure for this position.

- Any member of the policy board should be allowed to bring to the table any item concerning the program.

- A list of definitions crucial to the reading and understanding of the completed program should be attached to the program.

DOCUMENT #11

MEMORANDUM

TO: Faculty of Professional Studies
State University

FROM: Union Regional Office

DATE: February 28, 1975

In reply to your phone call yesterday, the names of the members of the "negotiating committees" representing the entire body of Teacher Association Representatives on the SUC CBTE Steering Committee (NYSUT Locals on the Niagara Frontier) are:

B______________
C______________
L______________
Q______________
X______________
Y______________
Z______________
M______________

As I have neither the authority nor permission to contravene Local Policy forbidding the release of Member addresses or Phone Numbers without their personal permission, if you sent to me the parking permits with the names entered I would be more than happy to forward them with the announcement of our next meeting, whenever it occurs.

In reply to your query concerning students currently enrolled in Teacher Education programs and the placement of them in the field next Fall for their practicum.

I am at a loss to understand your evident uncertainty as to the position of the Teachers on the Niagara Frontier about this. I would refer you to:

a) The November 18, 1974 MEMORANDUM from the County Council of Presidents addressed to all Presidents, Deans of Professional Studies, Deans of Education, of Institutions Having Teacher Education Programs. In particular, item #3 with the underlined work "any" (about which, if I remember correctly, we talked).

b) Your own January 10, 1975 "Status Report on CBTE Program Development" to the central office of the University System. In particular, your comment 5.6 with the underlined phrase "all SU programs."

c) Your MEMORANDUM "CBTE Program Development", distributed by you to the Faculty of Professional Studies at the meeting of January 31, 1975 (at which I and three other colleagues were invited to attend), which contained an attachment titled "Resolution Submitted by the Teachers Union for 1975 R.A." (Adopted and endorsed by the County Council of Presidents) In particular, Item V of that Resolution.

To be as succinct as possible in re-stating the position of Teachers on the Niagara Frontier with regard to the field practicum of students currently enrolled in Teacher Education Programs:

> Assuming that there are no CBTE programs at SU, Teachers will continue to accept student-teachers on a voluntary basis as in the past.
>
> However, should SU have even one program which has been developed contrary to the Guidelines, we will not accept students from any programs in existence at the College.

The above applies, of course, to all post-secondary Teacher Education institutions who desire our participation in Teacher Education Programs or Projects.

It is our professional and personal hope that conditions will have been so ameliorated by the Fall that Teacher Education can proceed in a new, more professionally cooperative, manner.

We also hope that no one confuses this professional and personal hope with our firmness and unanimity of response to any unilateral action which impinges upon or affects our professionalsim, academic freedom, and/or terms and conditions of employment.

DOCUMENT #12

STATE TEACHERS UNION LETTERHEAD

January 17, 1975

Dean of Professional Studies

Dear Dean:

By now you have probably received memorandum number 4 from the State Education Agency which describes recent actions taken by the New York State Teachers Union regarding teacher participation in CBTE consortia.

I want to explain to you some of the reasons for our action.

The issuance of the Regents CBTE mandate in 1972 aroused considerable controversy among the educational community. In the jointly sponsored hearings conducted by the State Education Agency and The Union the problems of the mandate were clearly defined.

- There were inadequate financial resources to support such a venture.
- There was inadequate research to support development of programs.
- The timetable for implementation was premature.
- The trial projects had not had enough time to report their findings and give meaningful direction to the movement.

With utter disregard for the impact of these problems, and in spite of the agreement of the educational community as to their severity, the State Education Agency continued pressing for CBTE programs making only minor concessions to the pressures of the different groups for change.

The Union viewed the involvement of the teachers in preparatory programs as absolutely necessary since the continuation of college programs was predicted on the development of a plan that fulfilled the Regents mandate. Although we had grave reservations about CBTE we actually encouraged our local associations to become involved in CBTE projects. We felt that we had to make an effort to comply with the mandate as long as doing so would not adversely affect our teachers or the preparatory programs.

By September 1974, it was becoming obvious that the problems which the educational community described in 1972 were delaying the development of programs.

During the first two weeks in January 1975 we sensed that conditions had reached a crisis in many areas so we called meetings on CBTE in six different regions of the state. Although we were not shocked at the lack of progress in some areas we were still appalled at the unfortunate consequences of the ill-timed Regents Masterplan. After much reflection we decided to try to convince the State Education Agency to extend the registration of all preparatory programs until a blue ribbon panel of the educational community could assess the problems and chart directions for the preparatory programs.

We felt that our suggestions would absolve higher education institutions from submitting programs which neither they nor the teachers had adequate time to prepare. I also sent a mailgram to all Union local presidents requesting that they "postpone signing CBTE consortial agreements until further notice."

This eleventh hour attempt to salvage teacher preparation programs was apparently rejected by the State Education Agency. But colleges must submit by 2/1/75 See SEA memo #4, paragraph 6.

I am also aware that a few programs are completed and only need the signatures of the parties for submission to the Agency. Since the Union believes in the consortial approach to teacher preparation programs and encourages the development new and improved programs, I am requesting our local affiliates to sign those completed programs "only when they are completely satisfied with the governance structure and the programmatic substance."

I believe that our actions have not posed "problems for all parties..." as the State Education Agency contends, but have brought attention to the problems caused by the Regents mandate and will also provide many higher education institutions with more time to enter into meaningful and mutually productive consortial arrangements with public schools.

The Union will continue to strive for changes in the Regents mandate by combining our efforts with those of the Teacher Education Conference Board. I will be pleased to accept your reactions, recommendations and suggestions to our policies and our future direction.

Sincerely

President

DOCUMENT #13

LETTERHEAD

November 18, 1974

MEMORANDUM:

TO: Presidents, Deans of Professional Studies,
Deans of Education, of Institutions Having
Teacher Education Programs.

FROM: President

RE: TEACHER PARTICIPATION IN TEACHER EDUCATION PROGRAMS

The recent mandate of the State Education Agency calling for the significant involvement of practicing Teachers in the cooperative development (devising, implementing, operation, and revision) of teacher education programs in New York State, entails the formation of governance, decision-making, procedures for the consortia which will develop these teacher education programs.

The presidents and representatives of the Teacher Organizations (local bargaining agents) of County and those of -- County regionally involved with post-secondary Institutions in our area have asked me to remind you that cooperative development, prior to any program development or implementation, necessitates:

1. Formation of a consortium and its governance guidelines.

2. That teacher representatives on all consortia must be appointed, selected, only by the Teacher Organization (local bargaining agent).

3. Any attempts to develop, implement, operate, *any* teacher education program prior to #'s 1 & 2, or, involve individual teachers without the involvement of the Teacher Organization, will be considered a unilateral, not cooperative, action.

It is our desire to continuously improve our profession, and our conviction that this may only be democratically and professionally achieved by a genuine process of mutual cooperation.

PRELIMINARY GUIDELINES FOR ASSOCIATION PARTICIPATION IN CBTE

1) Teacher representatives must be from the local teacher bargaining agent and shall be appointed only by and with the approval of the Executive Committee of the local organization.

2) The local bargaining unit must have sign-off (veto) rights on programs.

3) Adequate funding be provided for all competency-based programs and be under control of the consortium.

(3a.) Participating teachers should be guaranteed that they will receive adequate released time and that substitutes will be hired by the District to replace them.

(3b.) Participating teachers should receive adequate remuneration for time expended on projects outside of the normal contractual workday.

(3c.) Local organizations should only participate in programs when they are confident that the school district and higher education institutions can and will provide the necessary financial support for the project.

(3d.) Remuneration for participation in a Teacher Training Program or Center should be negotiated in terms of the participants preference for a dollar amount, in-service credit, graduate credit or tuition waivers. In the case of a participant opting for tuition waivers, the tuition waiver, when issued to a participating teacher, shall become the property of that Teacher and may be transferred by said Teacher at his own discretion without the endorsement of the chief school officer or any other party.

4) The Consortium Model shall not only operate at the Signatory Level (Policy Level) but also within any and all Subject/Activity/Certification areas in which programs for the education and training of future professionals are established. These Sub-Consortia, operating under the Signatory (Policy) Level Consortium, shall operate under the same Guidelines as does the Signatory Consortium.

5) An agreement that no trainees (student teachers or others) should be employed to replace school district teachers or positions must be agreed to in writing by the School District.

Document #14

Preliminary Guidelines for Teacher Organization Participation in Teacher Training Programs

--October 24, 1974 ---------

1. Teacher representatives must be from the local teacher bargaining agent and shall be appointed only by and with the approval of the Executive Committee of the local organization.

2. The school district, the local bargaining agent and the higher education institution shall cooperatively develop and operate teacher education programs. Should differences arise and after reasonable attempts have been made to resolve differences, the withdrawal of any of the three agencies will dissolve that local program at that time.

   The consortium process shall not only operate at the signatory level (policy level) but also within any and all subject/activity/certification areas in which programs for the education and training of future professionals are established, these sub-consortia, operating under the signatory (policy) level consortium, shall operate under the same guidelines as does the signatory consortium.

3. The three consortia agencies agree that:

   A. Participation in teacher education consortia programs is contingent on adequate financing for consortia operation and activities including, but not limited to, program development, implementation, evaluation and revision.

   B. Any and all funding designated by its source to consortia for the implementation, development and operation of teacher education programs shall be made known to all members of the consortia and shall be disbursed by the consortia in accordance with a cooperatively prepared and agreed-to line item budget. Disbursement shall be made only after a voucher signed by the designated representative of each participating agency has been presented. All records (including vouchers) and any audits shall be open to review by the participating agencies.

   C. Participating teachers shall be guaranteed adequate released time and that substitute teachers shall be provided to fulfill the participating teachers' professional obligations during the contractual day.

D. Remuneration for teacher participation in consortia teacher education programs shall be determined by the consortia, including but not limited to:

(1) For service outside the contractual day a participating teacher shall receive adequate remuneration for time expended on consortia activities. A teacher participating in programs of teacher education shall be remunerated at an hourly rate no less than the highest rate paid by a participating school district for extracurricular activities during the then current school year.

(2) For service during the contractual day, a teacher may choose remuneration by tuition waivers or a dollar amount equal to the tuition waivers paid from the consortium budget.

E. The consortia shall recommend to the college for certification those students who have met the program requirements for certification defined by that particular consortia. When a student is not recommended for certification by the consortia, any member of the consortia and/or the student may request a review of the circumstances prior to the college's final determination of the case.

F. The college will not knowingly participate with any district which in the implementation or operation of a consortia teacher education program replaces certified personnel with trainees or non-certified personnel.

DOCUMENT #15

DRAFT RESPONSE TO PRELIMINARY GUIDELINES FOR ASSOCIATION PARTICIPATION IN CBTE

(Intended for use in discussion. Not for distribution at today's meeting.)

1. The College wants to work with the teachers best qualified to assist in program development. We are not in a position to apply the test of association membership in choosing those with whom we develop academic programs. We do not apply this test as we work with our college associates.

2. In much the same way that the College does not insist upon final veto power over the elementary school curriculum of participating schools, the College would find it difficult to agree to granting veto power over curricular programs to an external agency. The tone of the State guidelines is that of consensus among all parties and this will be the overriding consideration as the College enters into a partnership of cooperation. Obviously dissent on any scale by any partner in the consortium will preclude program development in that district, (an informal veto if you will).

3. With the exception of a small grant to fund the pilot project in LEARNING BEHAVIORAL ~~Communication~~ Disorders, and a small $500 assistance grant from the Vice President for Academic Affairs, no special resources for CBTE development have been available. It is our understanding that the SEA has requested support from the legislature on a number of occasions but as yet no such funds have become available. The State University has as yet provided no funds for development or implemen-

tation of CBTE though the College has requested such funds on more than one occasion.

3a. Released time for participation is outside the purview of the College and would have to be negotiated by the association with the district officials.

3b. The College is fully in agreement with the principle that public school teachers and others should be remunerated for participation in program development outside of regular working hours. Until such funds are available, the College has no way to provide such compensation.

3c. See (3) (3a) and (3b) above.

3d. A university-wide regulation states that tuition waivers can be given only for teachers' participation in such activities as the supervision of student teachers. This regulation has recently been tested in an attempt to make waivers available to support CBTE development.

4. It is our hope that through good will and mutual understanding, the College, teachers and districts will develop patterns of cooperation and trust which will enable us to work together to provide children with the best prepared professionals. Such trust and understanding should operate at all levels.

5. The College does not intend to stimulate districts to employ any person other than certified employees to work as teachers. We cannot, of course, speak for districts in this regard.

MAILGRAM - January 10, 1975

Union Local Presidents and Board Directors

From President State Union

Subject: CBTE Programs

Union locals participating in CBTE projects are requested to postpone signing CBTE consortial agreements with colleges and universities until further notice. State Union meeting with SEA to resolve problems resulting from the Regents mandate and time table. Results of the meeting will be forwarded to you shortly.

UNION NEWSLETTER
December 1974

TEACHERS MAY BE ASKED NOT TO ACCEPT STUDENT TEACHERS

For several months, the Union has been concerned over the Competency Based Teacher Education Department. Initially, the various colleges and universities had requested teacher organization input into the competency based programs. It has become apparent in recent weeks that teacher input was nothing more than profunctory insofar as the state colleges and universities were going ahead on their own to develop such programs.

The programs themselves possess inherent dangers to teacher certification. These dangers are being ignored even though many of them violate the state's Taylor Law as well as contracts negotiated between teacher organizations and boards of education. The major concern is that such programs will eventually lead to renew tenure rather than permanent certification or tenure as we know them today.

Cooperation by teachers in accepting student teachers involved in such programs give tacit approval of the State's attempt to change entire certification methods. Although the decision is not final at this point, teachers should prepare not to accept student teachers involved in such programs. The Union has taken a final stand, issue to each teacher all applications and rationale for rejecting Compentency Based Teacher Education.

A meeting was held on Tuesday, 3 December with the State Union Directors from our area, that the campaign to reject student teachers will be uniform in each school district The results of that meeting will be given as soon as possible.

DOCUMENT # 17

COUNCIL OF SCHOOL DISTRICT ADMINISTRATORS

Official Council Position on

COMPETENCY BASED TEACHER EDUCATION (CBTE)

The Council of School District Administrators supports the Board of Regents and the State Education Agency by strongly favoring implementation of Competency Based Teacher Education programs wherein school districts and colleges continue to cooperate in teacher preparation.

Nevertheless, there is sufficient evidence throughout the state, particularly in light of statements published by the president of the United Teachers and reflected in consortia proposals, of the need for the Board of Regents and the State Education Agency to examine Competency Based Teacher Education guidelines once again. The State Council urgently requests that they do so.

The Council further requests that the Board of Regents assure itself and the profession that implementation of its Competency Based Teacher Education plan will achieve the following:

1. that the legal responsibility for setting the requirements for the preparation and certification of teachers must remain solely with the Board of Regents and the State Education Agency,
2. that the involvement of teachers and administrators in the development of Competency Based Teacher Education programs must be limited to an advisory role,
3. that neither the development of Competency Based Teacher Educati program content, nor the requirements for teacher certification, shall be within the purview of collective bargaining.

As an initial step to achieve these three objectives, the Council strongly urges that the three party sign-off requirement (in section 111 of the guidelines) be rescinded immediately.

Adopted by the House of Delegates: January 22, 1975

DOCUMENT #18

January 27, 1975

Commissioner
State Education Agency
Office of the President of the University
and Commissioner of Education

Dear Commissioner

I am writing to you in my capacity as chairman of X-Y-Z Consortium of Higher Education.

Enclosed is a copy of a resolution passed unanimously by X-Y-Z Consortium at its meeting on January 23, 1975 concerning Competency Based Teacher Education. I hope you will give the resolution your careful attention.

All best wishes for your continued success.

Sincerely yours,.

X-Y-Z Consortium
President

Enclosure

RESOLUTION:

The X-Y-Z Consortium of Higher Education, a Regents-chartered organization, meeting in regular session at B College, on January 23, 1975 passed the following resolution:

We hereby respectfully request that the Regents and the State Education Agency postpone the February 1, 1975 deadline for submission of teacher education programs in elementary education and special education. We further request postponement of deadlines for registration and reregistration for these and other teacher education programs until such time as:

1) additional discussions between and among various constituent professional groups (school administrators, teachers, and college personnel) have taken place and some agreements have been reached;
2) sufficient additional funding to colleges and school systems has actually been made available by the State Legislature to the Regents for the implementation of CBTE.

X-Y-Z Consortium believes that the contemplated moratorium (postponement) of the February 1, 1975 deadline should in no way work to the disadvantage of any higher institutions in the State which have submitted or will submit programs under the CBTE mandate.

The resolution was passed unanimously.

DOCUMENT # 19

TEACHERS UNION NEWSLETTER

BOARD: HIGHER ED LOCALS BELONG ON CBTE CONSORTIA

Syracuse, N.Y. At its Nov. 21-22 meeting the Union Board of Directors voted to amend Union position statement on the Board of Regents' mandate on compentency-based teacher education to assure greater participation for Union higher education bargaining unit representatives on the CBTE consortia.

The board voted to amend the union's position to include the following:

"Union K-12 locals should sign consortial agreements with colleges and school districts which are consistent with established Union policy, but should not cooperate in the development and implementation of programs in those cases where the Union higher education locals have not been full members in the consortium with a veto power over those aspects of the program that affect their terms and conditions of employment.

"After a Union K-12 local has reached agreement with a State University of New York unit concerning the governance of any teacher education program, it should insist that the local University Faculty Union chapter become a full member of the consortium in those matters which affect the terms and conditions of employment of university personnel.

"The official Faculty Union designee should review the entire program and identify those aspects which affect the terms and conditions of college personnel.

"Once these aspects have been determined, the consortium should redevelop the appropriate portions of the program and bring them into compliance with existing collective bargaining agreements.

"In those cases where the consortium will not agree to include Faculty Union participation. Teachers Union locals should cease participation in any phase of the program, including, where possible, the non-acceptance of student teachers."

It is estimated that the policy change will affect, primarily , 106 K-12 locals working at present with 15 units of the State University system.

The Union position statement, originally adopted last March, includes guidelines on various aspects of the Regents mandate, including governance, program approval criteria, finance, job security, permanent certification and teacher participation.

STATE UNIVERSITY FACULTY UNION

DRAFT POLICY ON NEW CERTIFICATION PROGRAM IN TEACHER EDUCATION (CBTE)

Submitted by Ad Hoc Committee on CBTE

While the Union encourages efforts to develop new and innovative programs, it recognizes the concomitant responsibility of the developers to insure that appropriate means are employed, and funds provided, to measure their effectiveness and validity. This must be accomplished not only in relation to their stated goals, but in terms of cost/effectiveness and comparison with other programs of like objectives. It is the expectation of Faculty Union that the research techniques used to assess the program both internally and externally will be those accepted by the community of scholars within each of the disciplines concerned. Any proposed, or functioning program designed to meet new certification program requirements and which in the judgment of Faculty Union alters the terms and conditions of employment, is a proper subject of prior negotiations between Faculty Union and the State. It is therefore Faculty Union's position that Faculty Union must be an equal partner in any governing body (consortium) with all the prerogatives of other members.

Following the policy guidelines set forth by Teachers Union that the Teachers Union local bargaining agent for the college faculty should be represented in the consortium. University Faculty Union adopts the following implementation guidelines:

> The state-wide President of University Faculty Union will empower the Chapter President or his designee to act on his behalf as the University Faculty Union representitive to the consortium, in which a chapter may become engaged.
>
> No action of a chapter engaged in any governing body may violate the established policies of University Faculty Union.
>
> All actions taken by chapter representatives of University Faculty Union to governing bodies are subject to review and approval by the state-wide President of University Faculty Union.
>
> There must be a schedule of fees developed through negotiations by University Faculty Union and the State for any added responsibilities; e.g. travel, workshops, seminars, advisement, lectures, et. al.

Therefore, University Faculty Union hereby requests that School Teachers Union adopt the following position:

SCHOOL TEACHERS UNION K-12 LOCALS SHOULD SIGN CONSORTIAL AGREEMENTS WITH COLLEGES AND SCHOOL DISTRICTS BUT SHOULD NOT COOPERATE IN THE DEVELOPMENT AND THE IMPLEMENTATION OF PROGRAMS IN THOSE CASES WHERE THE SCHOOL TEACHERS UNION HIGHER EDUCATION LOCALS HAVE NOT BEEN FULL MEMBERS IN THE CONSORTIUM WITH A VETO POWER OVER THOSE ASPECTS OF THE PROGRAM THAT AFFECT THEIR TERMS AND CONDITIONS OF EMPLOYMENT.

DRAFT
10/15/75

PROPOSED AMENDMENT TO TEACHERS UNION POSITION STATEMENT ON STATE REGENTS MANDATE ON COMPETENCY-BASED TEACHER EDUCATION

This policy will primarily impact those K-12 locals working with units of the State University system. There are presently approximately 106 locals in this category working with 15 State University units.

The following will be included in the Teachers Union position statement of March, 1975, pg. 4, following line 107 of the Implementatio Guidelines:

o Teachers Union K-12 LOCALS SHOULD SIGN CONSORTIAL AGREEMENTS WITH COLLEGES AND SCHOOL DISTRICTS WHICH ARE CONSISTENT WITH ESTABLISHED TEACHERS UNION POLICY, BUT SHOULD NOT COOPERATE IN THE DEVELOPMENT AND IMPLEMENTATION OF PROGRAMS IN THOSE CASES WHERE THE TEACHERS UNION HIGHER EDUCATION LOCALS HAVE NOT BEEN FULL MEMBERS IN THE CONSORTIUM WITH A VETO POWER OVER THOSE ASPECTS OF THE PROGRAM THAT AFFECT THEIR TERMS AND CONDITIONS OF EMPLOYMENT.

+ After a Teachers Union K-12 local has reached agreement with a State University of New York unit concerning the governance of any teacher education program, it should insist that the local University Faculty Union chapter become a full member of the consortium in those matters which affect the terms and conditions of employmnet of university personnel.

+ The official University Faculty Union designee should review the entire program and identify those aspects which affect the terms and conditions of college personnel.

+ Once these aspects have been determined, the consortium should re-develop the appropriate portions of the program and bring them into compliance with existing collective bargaining agreements.

- In those cases where the consortium will not agree to include University Faculty Union participation, Teachers Union locals should cease participation in any phase of the program, including, where possible, the non-acceptance of student teachers.

document #20

COPY

The State Education Agency Letterhead

January 16, 1975

MEMORANDUM TO: Chief Executive Officers of Higher Institutions
Teacher Educator Contact Members
Deans of Teacher Education
City, Village, District Superintendents
Supervising Principals
Professional Staff of School Districts
Other Interested Persons

FROM:

SUBJECT: Collaboration in Teacher Education - February 1, 1975 Due Date for Proposals in Elementary and Special Education

In response to the 1972 Regents Plan for Post-Secondary Education, teachers, school administrators, and college representatives throughout the State have engaged in planning and designing competence-based teacher education programs. These efforts have been built on the commitment to realizing a closer collaborative relationship among key parties in the preparation of teachers.

In this effort the parties have been working in uncharted areas. The task of building new collaborative relationships has at times been difficult, but substantial progress has been made in many parts of the State in designing teacher education programs in a competence mode. The contribution of teachers and school district personnel to program design has been especially notable.

However, in recent months the collaborative planning efforts in several localities have been impeded because certain parties have insisted on introducing issues of "terms and conditions of employment" as prerequisite to or part of the process of preparing teacher education programs. Such matters are properly to be considered within the scope of the negotiations between school districts and bargaining agents. They are not appropriate for consideration in the development of teacher education programs. The injection of collective bargaining issues into this process has caused disruption of the collaborative teacher education effort. The Department expects the CBTE program proposal to deal with the educational and programmatic aspects and not with negotiated terms and conditions pertinent to individual interests.

On January 10, 1975, the President of the New York Teachers Union, sent the following mailgram to all Union local Presidents and the Union Board of Directors:

"Teachers Union locals participating in CBTE projects are requested to postpone signing CBTE consortial agreements with colleges and universities until further notice. The Teachers Union is meeting with State Education Agency officials to resolve problems resulting from the Regents mandate and timetable.

Results of the meeting will be forwarded to you shortly."

The State Education Agency is extremely disturbed by this action, taken only three weeks before the first of a series of deadlines for the receipt of revised program proposals by the Agency.

Even though the Union President's action poses problems for all parties in this effort, and particularly for colleges and universities which must submit proposals by February 1, 1975, that due date for proposals in elementary education and special education remains in effect.

We expect that every effort will be made to continue collaborative development of the teacher education programs, and that program proposals, including approval and statements as required by the Department guidelines of July 1, 1974, will be submitted. If by February 1, 1975 one or more of the parties refuse to approve a program proposal or to submit a statement of reservations, a college or university should notify the remaining cooperating parties but need not require that these other parties approve or submit a statement.

In such case the college or university is required to complete the development of the program and to submit the proposal to the Agency together with a report describing the collaborative effort until the point of disruption. The following points should be addressed in the report:

1. Identification of the school districts and professional staff representatives involved in developing the proposal.

2. History of the collaborative effort:

   (a) when initiated,

   (b) scope of the effort (attendance at meetings, frequency of meetings, etc.)

   (c) status of effort prior to cessation.

3. The basis on which the college or university determined the date and reason for withdrawal by any party from the effort.

4. A statement indicating how the college or university reported action on item three above to other parties and the response of other parties.

The Board of Regents and the Agency continue to believe that the involvement of school district personnel is of significant importance to the improvement of teacher education. In keeping with that conviction, we will continue to require colleges and universities to take reasonable steps to work with school district personnel in developing teacher education programs.

The Agency will be pleased to meet with interested parties to discuss collaboration in teacher education at their request.